

REPORT
ABINGTON, MASSACHUSETTS
POLICE DEPARTMENT
GENERAL MANAGEMENT AND OPERATIONS STUDY
JUNE 2020

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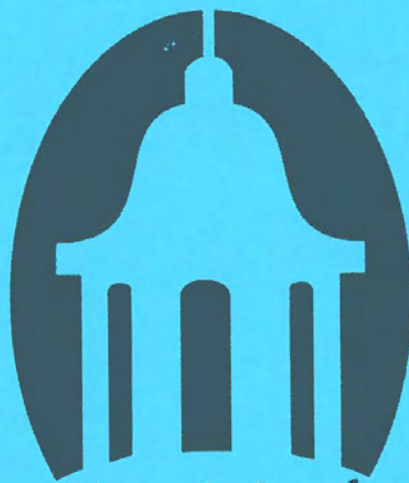
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REPORT



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CHAPTER I – INTRODUCTION

The Town of Abington, Massachusetts, through Town Manager Richard J. LaFond, contracted with Municipal Resources, Inc. (MRI), of Meredith, New Hampshire, to conduct a general management and operations study of the Abington Police Department. This review was requested to analyze the way the Abington Police Department was organized to provide services to the community in preparation for the appointment of a new Chief of Police anticipated June 2021. The review was completed by MRI Director of Services Sean Kelly and Senior Consultants David Kurz and Neil Ouellette, all having served their careers in law enforcement and veterans of similar police studies.

This assessment involved multiple in-depth interviews with Police Chief David Majenski and Deputy Chief Christopher Cutter on the myriad topics covered by this report. Many other current and former department employees, sworn and civilian, were also interviewed. This study also included a tour of the police facilities and reviews of relevant policies and practices. An anonymous employee survey was conducted with the resulting responses described and analyzed, as applicable, to the chapters found herein. The many observations made by the consultants are shared in this report as well as an offering of related recommendations. MRI's recommendations are based upon the extensive experience of the assigned consultants as well as national standards and best practices.

SCOPE OF WORK

The management and operations study of the Abington Police Department by MRI included many areas of the Department's operations, including but not limited to:

- An assessment of department practices related to recruiting, selecting, training, and retaining employees
- A review and evaluation of the efficacy of the Reserve/Intermittent/Auxiliary Officer Program
- A review and recommendation with respect to the benefits of Civil Service to the Abington Police Department
- A review and analysis of the department's organizational structure, including staffing levels and functional assignments
- An assessment of policies and practices related to career path development, commendations, honors, and awards and, disciplinary systems
- A review of the overall organizational culture and morale
- A review of the Abington Police Department future view, including recommendations for improvements to operations, communications, administration, law enforcement and service delivery
- A review and recommendations to prepare for the imminent retirement of Chief David Majenski; and identify ideal qualities and attributes needed for a Police Chief candidate to develop and carry out a plan for the future administration and leadership of the Abington Police Department

MRI included an assessment of the Abington Police Department operational practices, scheduling, collective bargaining, and external factors impacting the efficiencies of day-to-day operations. Comparable police departments were surveyed and compared to identify useful differences that may be of benefit to the Abington Police Department as part of strategic and community planning.

METHODOLOGY

At MRI's request, a significant number of documents and data were compiled by the Abington Police Department and provided to MRI for consideration. Data provided is inclusive of but not limited to the following:

- Selected personnel related policies, procedures, rules, and regulations
- Calls for service data for calendar years 2016-2019
- Job descriptions for all current classifications
- Current organizational chart
- Current roster of personnel
- Current scheduling chart
- Committed time analysis
- National Incident Based Reporting System (NIBRS) data for calendar years 2017-2019
- Uniform Crime Reports (UCR) data for comparable communities
- Collective bargaining agreements for all represented employees
- Additional information was requested and provided to MRI over the course of the assessment. Significant data was collected by interview and follow up.

The assessment team first met with Chief David Majenski at the Abington Police Department on February 26, 2020. Following a brief organizational meeting, Chief Majenski hosted the team for a tour of the Abington police facilities. Over the course of the tour, the MRI team was introduced to staff in each of the operational components that were likely to contribute to the study or would be a source of information and data. After the February 26th site visit, the MRI team gathered information through research, observation, data collection and extensive interviews of current and former Police Department employees. Additional interviews were conducted by telephone and email as the team continued to gather and refine data points for inclusion with this report.

This report is a product of the MRI team's extensive research. Observations made within this report are believed to be accurate based upon direct observations, as well as information gathered and assessed in the collective judgment and experience of the MRI team. The resulting recommendations are made with the knowledge and understanding that a police department is subject to constant and ever-changing environmental conditions and day-to-day realities that impact the methods used to provide law enforcement and police delivery in a modern democratic society. It is the intent of this study to inform the police department and

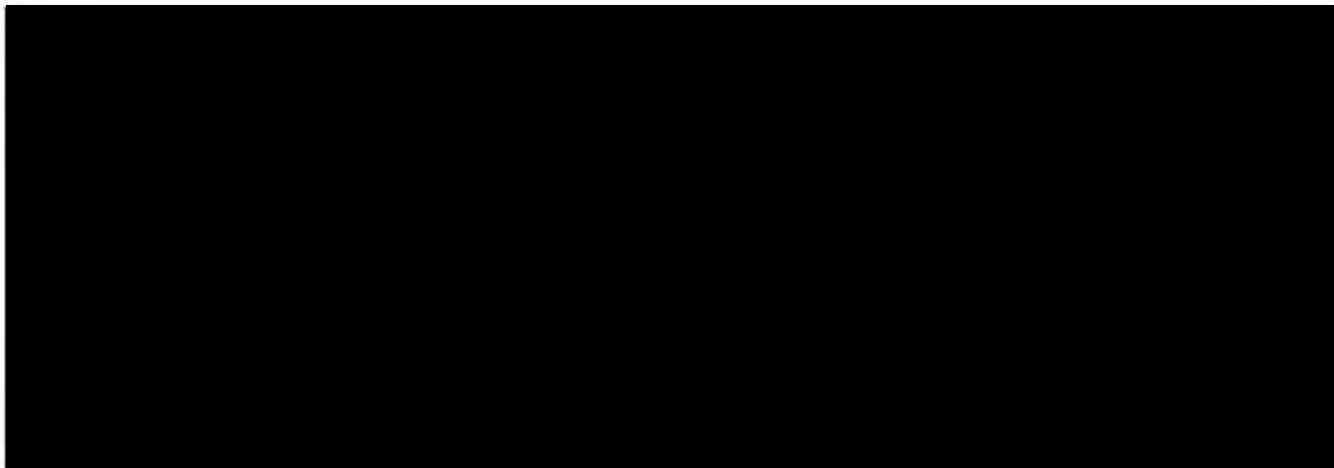
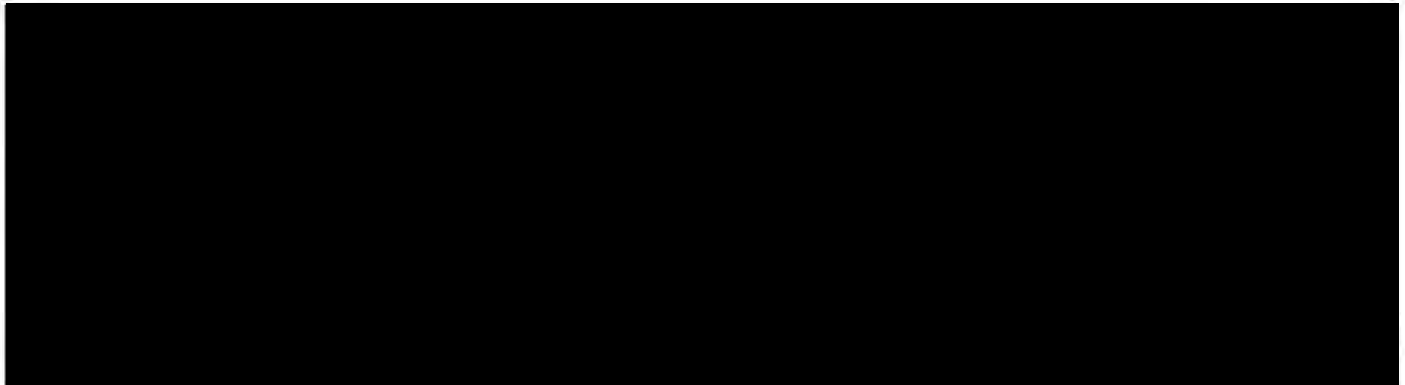
local government of recommended changes to enable the Police Department's leadership to remain agile, energetic, and enlightened to deliver the highest quality police services with the resources available.

MRI thanks the Town of Abington, Town Manager Richard LaFond, his successor Town Manager Scott Lambiase, and the members of the Abington Police Department for their cooperation and assistance with this study. Special recognition is made of Chief Majenski and Deputy Chief Cutter for their timely responses to the numerous requests for information.

CHAPTER 2 – CURRENT STATE OF ABINGTON POLICE DEPARTMENT

The Town of Abington, Massachusetts is approximately 9.9 square miles, inclusive of .2 square miles of water area, found in Plymouth County. Abington was first settled in 1668 and incorporated in 1712. The Town is host to the 700-acre Ames Nowell State Park; the park is open year 'round for boating, fishing, and hiking. The Town is easily accessed by a system of state routes and public transportation via the Massachusetts Bay Transportation Authority (MBTA) train station on Centre Avenue providing direct access to Boston to the North.

At the time of incorporation, Abington boasted just 17 homes; in 1790, the first documented US Census found the population to be 1,453. Historically, the Town grew exponentially as the shoe manufacturing industry proliferated; however, just ten years after the Civil War, the population of Abington fell by two-thirds. For the past 150 years, the population has grown steadily to the current U.S. Census Bureau estimated permanent population of 16,516, nearly 3% over the 2010 official US Census of 16,026. As part of this assessment, MRI considered the up to date population/demographic estimates available at the time of writing rather than data provided by the ten years old 2010 census.



[REDACTED]

[REDACTED]

The Massachusetts Police Accreditation Commission (MAPAC) certified the Abington Police Department in 2010. Immediately following, the Abington Police Department advanced their standardization of best practices by achieving full accreditation in 2012. Most recently, MAPAC conducted a three-day assessment of the Abington Police Department in January 2018 following which, the Commission acted on the Executive Director's recommendation to fully re-accredit the Abington Police Department. As a MAPAC accredited police department, Abington is only one of eighty-six in the Commonwealth to achieve this level of professional recognition. The MAPAC Accreditation process is voluntary; by committing to comply with industry standards and best practices, the Abington Police Department demonstrates that they are willing to be assessed on a regular schedule established by the Commission to confirm that the department associates itself with professional standards. Being MAPAC Accredited demonstrates the Abington Police Department willingness to accept external scrutiny and commit to correcting deficiencies to establish or re-establish compliance with Commission standards. In a discussion with Deputy Chief Cutter, he expressed interest in pursuing Accreditation by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA). Due to the rigor of the CALEA process associated with a comprehensive demonstration of compliance at all levels and components, coupled with the added integrity provided to the process by assessments conducted by third party practitioners from outside the Commonwealth, MRI recommends and endorses the pursuit of CALEA's Advanced Law Enforcement Accreditation by the Abington Police Department.

CHAPTER 3 - ORGANIZATION

Overview

The administration and management of a modern law enforcement agency is arguably the key component and element in transforming the public's desire and requirements for safety and security into action. The administrative component of a modern law enforcement agency must be established through direct action, management and controls, the culture, means and methods of policing concomitant with the public's expectations, which is manifest in the actions or inactions of the police as they deliver public safety services. Thus, administrators must be in direct communication with the public it serves to continually access the public's ever-changing expectations for safety and security that rise and fall with real and perceived risk factors, as well as the fiscal constraints that challenge municipal government to deliver the desired return on investment for scarce tax dollars. It is also incumbent upon police administrators to effectively communicate with its members to establish and maintain a positive, healthy, efficient, and effective organization.

In addition to the establishment of the culture, means and methods by which public safety services are delivered to its constituents, administrators are also responsible for the internal culture, control, management, means and methodology by which its members go about their duties and responsibilities. As such, the Abington Police Department administration is largely responsible for internal controls, in the tone, tenor and pace by which its police officers and support staff go about their daily work; all of which affects productivity, quality of service, teamwork, morale, organizational stability, health and growth.

The initiation and expression of the external and internal dialog between administration and public (external) and its employees (internal) is through the organization's mission and/or vision statements. These documents provide the guiding principles for the administration (vision), as well as articulate the impact the agency is to have in functional program areas (mission). Oftentimes vision and mission statements are combined into one document; however, it is important both external and internal components are appraised of the guiding principles that administration espouses to fulfill its mission, as well as the clear definition of organizational achievement and success stated in terms of the mission statement. In some cases, the organization's mission statement is followed by a vision statement tool used by administration to guide the organization in attaining its mission. Carefully considered and uniformly administered combination of vision and mission statements serve as the underpinnings of

police officer work in the absence of supervision and policy; the need for a complete understanding of these elemental documents by rank and file employees is paramount. By its chief executive and command staff, the Abington Police Department must establish and continually update the department's policies and procedures that govern the delivery of police services and sets forth internal requirements and guidance for how such work is to be performed. In every respect, the written directives of the Abington Police Department must reflect a deep commitment to honorable and ethical application of laws and procedures. In order to assure compliance with law, and effectively and efficiently meet the public's expectations for the delivery of public safety services, the department must recruit, retain, and train the best qualified candidates, as well as provide staff with the necessary facilities, equipment, and technology.

The public's expectation, if not demand, for the maximization of their return on investment requires modern law enforcement agencies to establish benchmarks for performance, and then continually assess the organization's performance in these key areas. It is widely accepted that performance measurement in law enforcement that assesses impact as opposed to raw output values is necessary to assure that the department fulfills its mission. To effectively utilize performance metrics, the department's administration must assure data collection and crime analysis are key components of the administration's management portfolio that are connected to organizational, divisional, unit, and individual performance measurement.

While there are a number of generally accepted organizational structures for police departments similar in size, scope of services, and requirements to Abington, all must satisfy accepted management principals in order to assure the proper, timely, efficient and effective delivery of public safety services throughout the organization. When considering these factors, the Chief of Police and the elective governing body must also ensure that the department structure meets the unique needs of Abington.

Organizational Structure-Current State

The Abington Police Department is administered by the Chief of Police who serves as the chief executive officer. The Deputy Chief of Police plays multiple roles, first as primary substitute in the absence of the chief but also as the chief of operations and administration. Both commanders are career officers with the department. Additionally, the depth chart at the command level includes a Lieutenant who currently oversees all primary/public facing operational functions of the agency along with sole responsibility of several staff functions.

The department produced a combined Organizational Chart / Table of Organization. The department is currently authorized for a sworn staff of 31 full-time personnel, one full-time civilian dispatcher and three part-time civilian dispatchers, one full-time administrative assistant, and a full-time and one part-time records clerk. The department also utilizes a Special Police force, also known as Auxiliaries, consisting of a Lieutenant, three Sergeants, and 9 officers. Currently the command staff includes a Chief, Deputy Chief (union employee), Lieutenant (union employee), and seven Sergeants, three of which are currently serving in an acting capacity, and eighteen patrol officers (all members of collective bargaining). (**Appendix A Table of Organization - Current**).

The department consists of three divisions: Administrative Division, Detective Division, and the Patrol Division, according to the Organizational Structure policy. However, MRI has scrutinized the functionality of the three divisions and has determined that the described structure is not representative of the practical reality of the department. In essence, the three divisions are an impractical paper exercise designed to co-locate similar functions for the purpose of policy. Found below, MRI recommends restructuring the agency to include an additional command officer and bright-line functions of two divisions.

In the current state:

- The Administrative Division consists of the Chief, clerical staff, and Assistant to the Chief, and the Deputy Chief, who supervises the Lieutenant, sergeants, and patrolman, and any special functions as assigned by the Chief.
- The Patrol Division is under the command of the Deputy Chief/Lieutenant and is divided into three work-shifts: dayshift, evening shift, and midnight shift, each with one sergeant acting as immediate supervisor. There are four platoons each having between two and four patrol officers, excepting [REDACTED] complement, which includes all civilian dispatchers and two school resource officers. The Patrol Division also includes identified specialist positions consisting of a Mountain Bike Team, Motorcycle Officers, Commercial Motor vehicle Enforcement, Warrant Apprehension Unit, 911 Dispatch, etc. Most of the aforementioned specialist positions are not currently staffed; qualified officers perform the function on an overtime basis as needed. MRI was advised that the only specialized positions currently filled are SRO (2) and Court Prosecutor.
- The Detective Division is under the supervision of the Deputy Chief/Lieutenant/Supervisor, and is responsible for fraud, major crimes, and background

investigations. Currently, due to reduced staffing levels, there are no detectives (defined by title or rank) assigned to the division, thereby placing responsibility for follow-up investigations on the Detective Sergeant and patrol officers. See below for further discussion of the influence that staffing shortages have on the cycle of crime.

The Allocation of Personnel policy currently identifies the department having six sergeants (one detective sergeant) and three civilians while the organizational chart demonstrates there are seven sergeants including one detective sergeant, four civilian dispatchers, the administrator to the chief and a records clerk; MRI recommends that the differences between written directives be reconciled to reflect organizational practices consistent with the recommended restructuring.

Although the policy states that it includes a listing of specialty positions within the department, none were found. Instead, MRI found that the Training and Career Development policy lists several specialized assignments requiring mandated training by the Municipal Police Training Committee (MPTC) or Massachusetts General Laws, including; Dispatcher, Firearms Instructor, Armorer, CPR / First Responder, Crime Scene, Breath Testing Operators, Commercial Motor Vehicle Enforcement Officer, Accident Reconstruction, Safety Officer, Rape Aggression Defense, Sex Offender Registry, and Legal Update, however it does not include Sexual Assault Investigator, School Resource Officer, or Suicide Prevention training for newly promoted supervisory officers. MRI recommends that the differences between policies and practices be reconciled.

In a Collective Bargaining Agreement provided to MRI by Chief Majenski on February 13, 2020, sergeants and patrol officers are identified as members of the Local 393 of the International Brotherhood of Police Officers union (though all policies refer to IBPO, as applicable, more recently representation has been described as Coalition of Police, Local 476, AFL-CIO). The department currently has four student officers awaiting academy instruction. The Deputy Chief and Lieutenant are members of a separate union, to which other department heads and assistants within the town belong. MRI believes that having the second in command within a union is problematic, given his managerial roles within the agency coupled with the necessity for the Deputy Chief to alter his schedule to administer the agency across three shifts. Additional concerns surround the potential financial consequences if a significant event requires that person to work excessive overtime.

The current vertically linear command structure puts significant demands on (predominantly) the Lieutenant with respect to an overwhelmingly broad span of control. With forecasted

changes at the Chief Executive position, the department may be well positioned to incorporate a succession plan that includes reorganizing the command staff structure to ensure more responsible span of control.

Organizational Structure – Proposed

In a plan for restructuring that would create two distinct divisions, one possible format could structure the department to include an “Operations Division” and a “Personnel and Administration Division”, each commanded by a Lieutenant or similarly titled command officer.

In the proposed organizational restructuring, the Operations Division would be inclusive of functional responsibilities for patrol and investigations. Sub-functions within the Patrol Division would include the Police Auxiliary, School Resource Officers, Crossing Guards, Emergency Management, Crime Analysis, and Intelligence. The proposed Operations Division would be staffed by 26 of the 31 sworn officers allocated to the department. Further, this proposed structure includes the assignment of patrol sergeants on a 24-hour clock; MRI suggests that as recruiting efforts yield a more stabile staff of senior officers, with ordinary attrition, the number of patrol sergeants illustrated may become un-necessary. Instead, the department may wish to staff four patrol sergeants and one detective sergeant while assigning senior officer’s supervisory authority in the absence of sergeants. This recommendation considers the opportunity to makes such assignments as an integral part of career development and organizational succession planning.

The proposed Personnel and Administration Division would include all day to day tasks needed to support the department with the delivery of law enforcement and police services. Minimally, MRI proposes that this division include functionality for recruiting & selection, professional standards & training, dispatching, property and evidence, prosecution, community outreach and public information, records and information technology, grant management, scheduling, agency owned property and inventory management, as well as facilities maintenance and fleet management. The proposed Personnel and Administration Division would be staffed by five full-time sworn officers (including a Lieutenant and Sergeant), plus (as recommended and described elsewhere in this report) non-sworn dispatchers in sufficient numbers to fulfill the needs of the community with respect to emergency communications.

Under the proposed two-division system, the position currently held by the Deputy Chief of Police would be eliminated (on a schedule consistent with ordinary attrition) in favor of two command officers to directly supervise the two divisions. MRI recommends that, if a two-

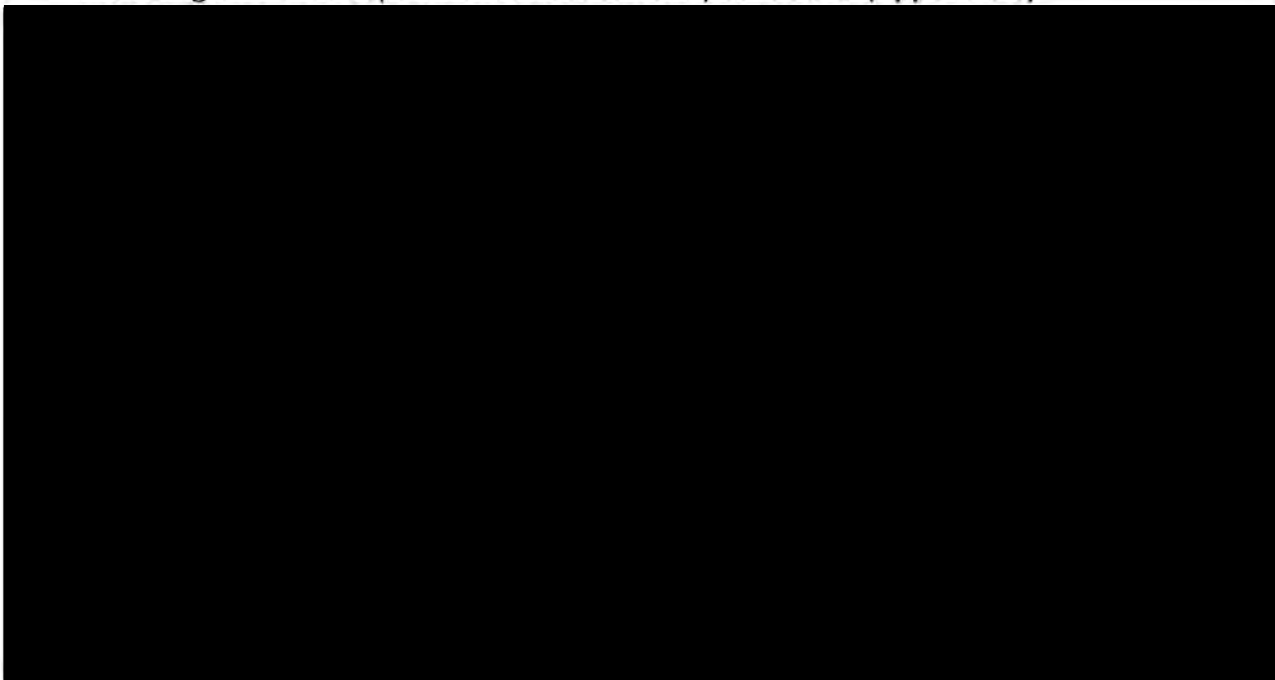
division system is optioned, those appointed to command be of the same rank. It is MRI's experience that having two command level positions of equal rank serves to align the work of the department in a more orderly fashion, and by rotating the two division commanders at some predesignated interval, it allows for enhanced professional development of the command officers as well as improves the pool of potential candidates for subsequent succession. The proposed restructuring is graphically illustrated in the Abington Police Department Proposed Organizational Chart by Staffing Level and Function (**Appendix B**).

Capital Equipment and Fleet Review

A critical component of organizational efficacy can be linked to the purchase, maintenance, and replacement of capital equipment. Capital equipment within a law enforcement agency generally is defined as equipment other than real estate and software, which has a cost over \$5,000.00 and a multi-year life cycle. It usually encompasses fleet, technology, major equipment purchases and facility improvements.

The most recurring capital cost within a law enforcement agency is the purchase of patrol vehicles. MRI suggests that the agency conduct a study from historical data to determine at what age/mileage the cost of maintenance for a patrol vehicle outweighs the cost of replacement. It may be practical to keep an older vehicle as a spare cruiser, or deploy it in an administrative capacity, after the vehicle reaches established parameters.

The Abington Police Department's fleet currently consists of (**Appendix C**):



[REDACTED]

The fleet currently has a low of 9,289 miles to a high of 161,574 miles. MRI was advised that the Abington Police Department receives funding for two marked police vehicles every year, and an additional unmarked vehicle, every three years.

The Abington Police Department fleet is aging with only four “line” cruisers (those expected to perform without fail at a high-level during emergency service delivery) with less than 50,000 miles, while there are currently five cruisers with over 98,000 miles. Due to poor/inaccurate record keeping, the department was unable to provide MRI with average fleet maintenance costs over a three-year period. All first line cruisers were confirmed to have distinctive markings, emergency lighting and sirens. Unmarked cruisers were confirmed to have emergency lighting and sirens except a Jeep, which is assigned to undercover drug operations.

According to the fiscal 2019 budget provided by the department, the Town appropriated \$45,000.00 for gas/oil, \$25,000.00 for vehicle supplies and \$15,000.00 for repairs and maintenance to the police facility. In fiscal 2020, the appropriations were identical for each category. Capital planning for the next fiscal year includes plans for replacement two motorcycles that are currently only utilized for ceremony, certain details and other funded events (The motors each have less than 6,500 miles; found in “recommendations” MRI suggests

that the Town reconsider replacing these Harley Davidson motorcycles at this time), a pick-up truck, and cost required to repair the vinyl siding on the station's exterior. Additional financial planning is taking into consideration the possible financial impact that the town may experience due to pandemic; with those concerns in mind, the Chief speculated that the Board of Selectmen may not fund the two motorcycles and pick-up truck replacements. MRI was provided the 2020 Capital Plan dated, January 13, 2020, which consisted of two marked cruisers at \$95,442.00 and an F-250 pick-up at \$36,880.00 with a total proposed appropriation of \$132,332.00. The replacement plan for the pickup truck is responsive to the ongoing need for towing/transporting equipment for special events and emergency management, traffic barricades, speed trailers and is utilized during snowstorms for patrol purposes.

MRI determined that the Abington Police Department currently has a Police Vehicle policy that describes minimum equipment required for marked and unmarked cars; daily inspections and preventive maintenance monitoring, a system for re-stocking equipment and the authority of officers to "down" a cruiser when safety deficiencies are noted. MRI recommends that the policy be revised to include an industry best practice of monthly supervisory inspections.

MRI inquired during the initial on-site visit if the mechanic was Automotive Service Excellence (ASE) certified and told that he was. A review of the mechanics certificates illustrated the following various training certificates for [REDACTED]: Underground Tank Storage Operator, Water Collection System Operation, ASE's Refrigerant Recovery & Recycling review 2010, ABS/ Stability Control and Traction Control Diagnostics 2019, Gasoline Direct Injection 2020, WIX Filters Master/Expert/Tech Level Filtration Systems 2012 (oil, air, fuel, coolant, hydraulics, and contamination). [REDACTED]

[REDACTED] et [REDACTED]. It is MRI's belief that the police fleet mechanic should also be an ASE Master Certified Automotive Technician, a specific designation earned by successfully completing a series of eight tests administered by the National Institute for Automotive Service Excellence. This level of training and qualification, coupled with a five-year re-certification requirement adds to officer safety assurances associated with fleet vehicle operations under emergency conditions, inclement weather, and under other nearly unpredictable extreme conditions.

When asked how Abington police determined fleet replacement; Chief Majenski reported that because they service the vehicles and have the best point of reference for previous repairs, recurring problems, and the overall mechanical condition of the vehicle, the DPW Fleet Manager makes replacement recommendations. When asked for supporting documentation, Abington Police were unable to provide repair cost per vehicle, maintenance cost per mile, or

service documentation. MRI suggests the Town of Abington explore the purchase of a data program to capture mileage, service interval, replacement parts, and costs, so that informed decisions can be made about the replacement of vehicles within the department. Fleet management hard/software is in place and immediately available for use as part of the department's IMC suite of records management software; imposed use may enhance Abington's fleet maintenance and replacement programming.

The Department owns an All-Terrain Vehicle/Snow Machine, along with two Dirt Bikes and a snowmobile. The policy authorizes use of the vehicles by all department personnel. Though national best practices require that only those who have been trained and qualified may operate specialized vehicles, Abington Police Department policy allows that operators must be "familiarized" in its operation prior to use. Current practice described to MRI by Chief Majenski indicates that only certified motorcycle officers were allowed to operate the department dirt-bikes, and that Massachusetts Environmental Police Officers conducted training for all personnel on the use of the ATV, none of which is required or documented within policy. Previous employees advised MRI that only the ATV/snow machine have been utilized for legitimate police purposes in the last several years. Immediate policy revision is recommended, prior to continued use, for the department to meet industry best practices and standards linked to the significant financial liability and officer safety risk associated with operating motorcycles and off-road vehicles. The policy should include conditions and limitations of usage for each authorized special purpose vehicle.

The department currently owns five speed surveillance trailers that are deployed throughout the community from early spring thru late fall based on issues or citizen complaints regarding speeding. Recently, the agency purchased a message board and a covert pole mounted traffic monitor capable of capturing traffic counts that identify type of vehicle and speed data by time of day and day of week. Data mined from these monitoring devices is intended to help establish enforcement priorities for the agency. The operation of the speed trailers and other monitoring devices may be an area for improved efficiencies.

PATROL "ROUTES", GEOGRAPHIC DEPLOYMENT, RESPONSE TIMES AND PROCEDURE REVIEW

Nationally, organizational effectiveness is often measured anecdotally by those calling for service in time of emergency; for those who perceive slow response, negative perceptions of the whole department is their reality. To maximize opportunities to respond to calls swiftly, the Abington Police Department assigns officers to work in specific geographic areas. The department currently divides the Town of Abington into two geographical patrol sectors

encompassing the eastern and western portions of the community, by Rt. 18, a state highway that runs in a north-south direction. Abington is bordered by Weymouth, Holbrook, and Brockton on the west and Rockland, and Whitman on the east. the other two major routes that run in an east west direction are Rt. 139 and Rt. 123. The department's informal minimum staffing matrix requires two patrol officers and a sergeant on any given shift, and current staffing patterns suggest that two officer patrols will continue at least until new recruits graduate from the policy academy/field training program, or the department hires more civilian dispatchers to replace the sworn desk officer position. MRI recommends that periodic call analysis be conducted with greater frequency to ensure that the current patrol route definitions remain relevant.

National trends in policing indicate that the importance of police response times to calls for service has changed significantly over time due to research which questioned the efficacy between the arrival of police to a call for service and the outcome, i.e. increased probability of arrest and citizen satisfaction. In reality, external influences diminish the possibility of arrest, as 75% of reported crimes are cold crimes (discovered sometime after the incident, in the case of burglary often hours after the occurrence), while only 25% are involvement crimes (a confrontation or casual contact between victim and other actor). The police are only able to account or control two of the four factors within the response time calculation, including processing time (the time needed for the dispatcher to collect needed information and dispatch the call) and travel time (the time that it takes the officer to drive to the scene from the point that they received the call for service). Additionally, citizen satisfaction really depends on information from the call-taker or dispatcher to the caller, regarding if the officer's response will be delayed. This concept is consistent with the department's Communications policy for non-urgent calls for service.

Historically, police officers in virtually every community have been laser focused on quickly responding to all calls for service, handling the incident in the shortest amount of time to take care of the problem and clearing the scene to be ready for the next call for service. This mindset was strictly reinforced by superior officers. By necessity driven by the current staffing levels at the Abington Police Department, the agency struggles to move beyond mere call-taking to a system enriched by the tenets of community-oriented policing. With the adoption of community policing and problem-oriented policing as an organizational lifestyle to the approaches to crime and disorder that have a direct impact on quality of life issues, department commanders should focus on the effectiveness of officer response to identify and solve underlying problems rather than the swiftness of their arrival and departure. For instance, and asked rhetorically for illustration, are officers conducting car stops seemingly to generate

numbers linked to high activity? Or are officers stopping cars in specific places/trouble spots identified by commanders based on data analysis for the purpose of driving down property loss and injury due to a high number of car crashes?

No matter what the size and complexion of a community, there are locations that drive an inordinate number of calls for service to the police. These calls can include alarms, groups gathering disturbing neighbors, suspicious persons and vehicles, emotionally disturbed persons acting out, noise around businesses, noise from licensed establishments or other events in business districts. Although these complaints may be viewed as minor and not worthy of police resources during times of staffing shortages, Abington would be well served to analyze calls for service to determine whether underlying issues exist at a pervasive level. By understanding these types of calls and the impact that they may be having on the ability of the police department to respond effectively, alternative problem resolution may result in a reduction of repeat calls for service. By assessing these types of calls and finding alternative approaches to long-term resolution, Abington Police Department may have an opportunity to more effectively allocate available officers. This approach coupled with effective training in skills needed for problem solving may have a positive effect on staffing and citizen satisfaction.

The department responded to 10,556 calls for service in 2019 based on a three-phase approach consisting of priority 1-3 responses, with each level linked to the severity/risk involved. Priority 1 calls, by the very nature of the identifier, are those that require immediate attention from an emergency service perspective. Priority 2 & 3 calls, though lesser risk at the outset, may still require substantial resources to bring to satisfactory resolution.

As a result of the prescribed call response parameters adhered to by the department, combined with the current minimum staffing plan of two patrol officers within the Town, MRI reviewed data produced by IMC records management software to assess Average Response Times by Call Reason 2018 vs. 2019. Most call types resulted in a response time of under 5 minutes, with a subset of higher risk calls found to be in the 3-minute response time window. An assessment of the calls for service indicates that the Abington Police Department is serving the needs of residents in a timely manner by using the tiered call response protocols.

MRI reviewed the department's operational response procedure, based on the Response to Call policy. The policy prescribes three response levels that have been described above. Currently, the staffing of shifts is accomplished within 14 days from the Abington Annual Town Meeting as agreed to in the collective bargaining in November of 2010. This agreement is contrary to national best practices that suggest the agency head should retain final authority to assign

officers to shifts and service areas to provide effective coverage and ensure accountability; MRI recommends that the Town bargain to regain control of this (ordinary) management right.

Response to Calls for Service

Just how many police officers are required to adequately provide competent services to a community has always been a topic for debate among police managers and those who fund the service delivery. The Federal Bureau of Investigation (FBI) has long tracked police officers per 1,000 residents. The FBI reports that the largest police presence is found in Washington, DC where there are 5.7 officers for every 1,000 residents followed closely behind by Wilmington, Delaware with 4.3 officers per 1,000.

Obviously, larger agencies have a greater call volume to address but they also have flexibility to assign their larger staff numbers to issues as they arise. According to FBI statistics, New England communities with a population between 10,000 and 25,000 residents have an average of 1.8 police officers per thousand residents. These smaller agencies such as the Abington Police Department, which falls at that average of 1.8 officers per thousand, simply do not have the flexibility to reassign officers, nor are they routinely confronted with an overwhelming workload except in extremely rare circumstances. Additionally, the number of officers available is directly related to the occurrence of crime, resident's perception of safety, as well as an acceptable tax rate. Determining the optimum allocation of personnel in a police department is a challenging problem not only to the police manager, but also to town administrators, elected officials, and the taxpayer. Likewise, the quality of law enforcement is often directly related to the effective distribution of police personnel, especially patrol officers, who represent the most important element in the police services. For this reason, the proper staffing and distribution of personnel within the police organization should be given prime consideration.

Due to the random nature of service demands and needs, it is a challenge to distribute patrol forces effectively. Effective management in this regard is inclusive of assigning officers for "routine" law enforcement and police service delivery with enough flexibility to respond with reasonable effectiveness of un-forecasted emergencies. Police managers design purposeful patrol activities to prevent a given number of incidents; however, for purpose of tabulation and statistical analysis, being definitive with the number of incidents that were prevented is not possible as you can't measure what didn't happen. The police executive's objective must remain to create a high visibility of police presence thereby discouraging those with nefarious intent. Ongoing communication between the Abington Police Department, regional law enforcement agencies and other governmental and non-governmental organizations that serve

the region by engaging in alternate prevention strategies (education, training, parenting, drug treatment, et al) can be effective in reducing crime rather than merely displacing it.

As what may be the most visible evidence of local government, the types and manner in which law enforcement services are provided by the Abington Police reflect the character of the community. The continuing challenge for the department will be the ability to define the appropriate allocation and deployment of officers to meet that desired demands of the residents of Abington. While considering the impact of crime on Abington, MRI carefully weighs statistical data measured over a period of years to ensure that there is an appropriate staffing level for instances of elevated criminal activity that are not likely to require sustainment.

Workload Analysis

The following exercise is designed to assist the Town of Abington with determining officer availability and therefore, the number of officers required to meet the demands of the community. Additionally, it may serve as one factor enabling the Town of Abington to plan accordingly for setting of benchmarks or when additional personnel should be considered.

Performing a workload analysis for a police department is not an exact science. However, there are a variety of exercises which suggest that an officer's day should be routinely divided into three equal parts, including:

- Obligated police officer work or responding to calls for service
- Administrative/Report writing
- Proactive community policing and/or preventive patrol

Ideally, an officer should be responding to calls for service and resolving problems for approximately one-third of their day. This is referred to as "obligated" work as police literally have no option but to respond to these requests. Police work is recognized as a very paper intensive profession. For virtually every action an officer performs, there is the necessity to complete a report or form. It is often the case that the time committed to report development and the writing of the report may take longer than the act of resolving the original issue which necessitated the report! These report writing/follow-up functions account for another third of the officer's time. The remaining one-third of the officer's time should be committed to community policing or active patrol designed to protect and deter criminal activity as well as to conduct traffic enforcement initiatives desired throughout the community.

Without high visibility of police officers patrolling throughout the community, criminal activity will fill that void. In this day and age, the community is predisposed to want meaningful interaction with their police officers even if it is as basic as performing directed traffic patrols throughout neighborhoods. Similarly, with the advent and ever evolving nature of technology that makes communication nearly instantaneous, there is an expectation within communities that the police are enabled to respond quickly and effectively. The analysis of workload assists the chief of police make decisions relative to the deployment of staffing resources in a fashion most able to deliver services with the expected level of swiftness.

With this premise determined to be true in virtually any community, but especially smaller agencies where policing is more “up close and personal”, one must first gain insight of the actual availability or optimal use of an Abington Police officer. The importance of this segment of the exercise is the reality that even though a community compensates an employee within a budgeted calendar year for 52 weeks of employment, they are factually not available for patrol duties for those 2080 hours as the following demonstrates:

40 hours of work per week X 52 weeks	2080 hours
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By contractual agreement, the Abington Police are entitled to vacation or annual leave. An analysis of that data revealed that each of the police officers uses an average of three-weeks of time off for vacation purposes with several senior employees having additional weeks. To remain conservative in the calculations, the average three weeks leave is used:

Average 125 hours combined vacation leave	<u>125 hours</u>
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<u>Remaining</u>	<u>1955 Hours</u>
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During 2019, the average use of sick time, including extended sick time leave use due to paternity and other medical procedures, was approximately 60 hours:

60 hours of sick leave	<u>60 hours</u>
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<u>Remaining</u>	<u>1895 hours</u>
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During an average year, the Abington Police attend a significant number of hours of training eliminating them from scheduling availability. Regardless of where this training occurred, off-site or in-house, officers were not engaged in proactive or reactive police initiatives during

those hours. While training is recognized as a critical component, and in some cases mandated by the Commonwealth, the absence of staff due to these needs is an important component for management to gage.

Average absence for training/officer 36¹ hours

Remaining 1859 hours

Whenever an Abington Police officer makes an arrest or issues a traffic summons, there is the possibility that they will need to attend court proceedings taking them away from performing tasks within the community. While most police action will not result in trials, officers are routinely in consultation with court officials preparing for the potential trial. It is calculated that each officer spends approximately two days in a court mode accomplishing trials, case preparation and pre-trial conferences.

Court linked activity 16 hours

Remaining 1843 hours

Abington Police are entitled to comp time which are hours worked overtime but compensated by time off rather than overtime pay. Additionally, there is a stipulation in the negotiated contract that allows for other time off at the discretion of the agency and officer. Combined, these two items account for approximately 63 hours for each officer.

Comp time and other CBA leave 63 hours

Remaining 1780 hours

There are two other areas of time off to include bereavement and personal time. These are contractual issues that the police administration has no control or ability to limit.

Bereavement and personal leave 22 hours

Remaining 1758 hours

¹ When MRI requested data for this exercise, Chief Majenski provided a spreadsheet that showed officers absent from shift for an average of 36 hours instead of being present for otherwise regularly scheduled duty hours.

Abington Police Officers perform a variety of community outreach tasks that are not patrol related such as safety presentations, responding to school events and/or calls. All these tasks are approximated to equate to 60 hours for each officer's commitment to community outreach.

Community outreach

60 hours

Remaining

1698 hours

Based upon the "one-third principle" $1,698 \text{ hours} / 3 = 566 \text{ hours}$ meaning that officers at the Abington Police Department should be committing 566 hours annually to each task demonstrated in the following manner:

Obligated police officer work

566 hours

Administrative/Report writing

566 hours

Proactive community policing and/or preventive patrol

566 hours

1,698 hours

Continuing with the exercise, MRI found that the Abington Police have a very robust records management system (noted above) that is capable of producing detailed reports including when the most demands, or "call for service" upon the department exist. A call for service is defined as any event or task that the public requests the department to accomplish. Regardless of the magnitude of the event or how the police view the situation, the Abington Police Department must respond and satisfactorily address the issue. MRI concluded that all patrol officers, including sergeants, routinely respond to calls for service. However, the exercise also is designed to quantify and articulate the fact that simply because an officer is employed by an agency, does not necessarily indicate that the officer is available to the community. After all of the external and internal influences upon officer time is calculated it is determined that each officer has 1,698 hours annually in which they can deliver police service to the citizens of Abington, not the entire 2080 hours for which the officer is compensated.

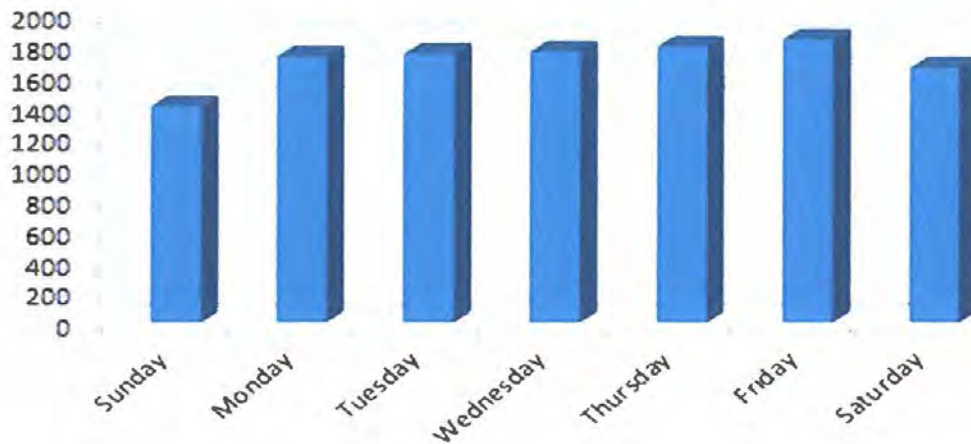
Ultimately, the single most important factor in determining adequate staffing for a police agency is the level of service that the community desires and/or demands. Often this is driven by how much the community determines to spend on police resources as personnel are the costliest item in any police budget. While a community ultimately determines staffing levels, there are questions that must be answered by the community for the chief of police to make informed staffing decisions, such as:

- How long are residents willing to wait for an officer to respond for a routine (non-emergency) call for service?
- Is the community willing to report non-emergencies using technology in lieu of direct police officer service?
- Does the community desire highly visible police patrol presence designed to deter crime or address those who speed through neighborhoods?
- Will the community embrace special programs such as the continued use of School Resource Officers, a focus upon elderly resident needs or the current opioid crisis?
- Are residents interested in specialized police services such as a K-9 or participating in a regional drug/anti-crime unit?

MRI concurs with Chief Majenski that current levels of calls for service, response times, community and officer safety are suggestive that the authorized strength of 31 officers is sufficient for the conditions existing today. The department currently has a Detective Sergeant but does not currently have any detectives assigned to the division due to low staffing issues within the patrol force. The department should strive to recruit officers in sufficient numbers to support an investigative unit comprised on a Detective Sergeant and two Detectives. A unit of this size enables a well-trained team available to provide investigative services on, at least, an on-call basis for investigative function services, consistent with national best practice.

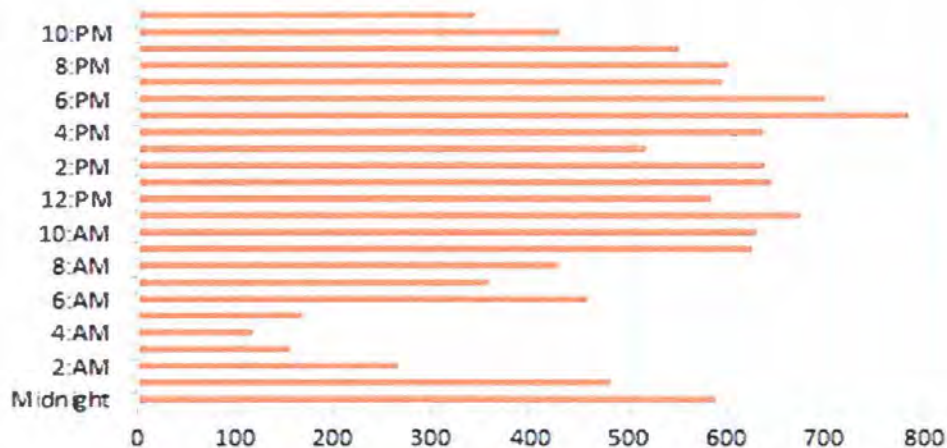
Over the past three years, statistical data supports Chief Majenski's strategy to maximize the limited complement of officers to the community's most service demanding period of 9:00AM to 7:00PM; and then to the more potentially challenging period of 7:00PM to 1:00AM with a notable drop off of calls for service after 1:00AM to 7:00AM. This statistical data is precisely what MRI would expect to see in a community such as Abington. Many calls for service to the police in Abington can be categorized as quality of life issues such as crimes against persons, traffic complaints and assisting the public. In a smaller agency such as Abington the 24/7 service demands pose a significant challenge as the agency strives to maintain a high level of responsiveness to the residents of Abington.

Calls for Service by Day



The overwhelming challenge for the CEO of a smaller agency such as Abington is to assign personnel in a way that maximizes coverage and minimizes vacant shifts which would require overtime expenditures. To provide a minimum of two officers on duty for 24 hours per day/every day the following number of hours is required:

Calls for Service by Hour



Two (2) officers required for coverage of twenty-four (24) hours per day X 365 days per year equates to 17,520 hours of personnel time. To continue with this proposition, there are eleven officers assigned to patrol duties in Abington.

Eleven (11) officers X 40 hours/week X 52 weeks equates to 22,880 hours

If each of the eleven (11) remaining full-time officers are compensated for 2080 hours per year those officers can adequately cover 22,880 hours. However, as the previous exercise demonstrated, MRI concludes that due to previous contractual obligations and other tasks required of the patrol officers which keep officers away from their patrol duties, the eleven (11) officers are each only available 1,698 hours annually. This reality leaves a gap of 4,202 hours or essentially two (2) full-time police officers (2080 hours X 2 = 4,160) which is not filled by obligated patrol duties. The department is currently allocated to fund 31 officers; at that level of authorization, the agency should be appropriately staffed.

As with any mathematical approach or resolution to a profession that must respond regardless and satisfy subjective consumers, in this case the residents of Abington, there are pitfalls. MRI suggests caution be exercised interpreting these results. However, there is ample information within these calculations that should provide the Chief and governing officials with evidence that staffing levels at the Abington Police Department are below those necessary to provide two officers 24/7 at the current time and with the current level of 26 officers. For future allocations that may desire three officers 24/7, there exists a serious gap in that capacity at the current staffing level of 26 officers. Despite this, the Abington community enjoys a low crime rate and seemingly satisfying police response time to resident requests, but MRI believes that satisfaction at the current staffing is tenuous at best.

As with most police staff, officers would welcome more time to problem-solve community issues. But with current staffing below those considered ample, there is concern that at some point, this gap of resident satisfaction and officer awareness that they could be accomplishing more, will intersect. Before the potential of community dissatisfaction arrives at that intersection and while the need to address the two-patrol officer shortage is more immediate, there is an opportunity to strategically plan ahead by gradually addressing staff challenges and community satisfaction before the situation becomes critical. It is important to note that regardless of the current state of staffing at the Abington Police Department, every call for service still requires appropriate police response. Unaddressed, the Town may experience quickly declining satisfaction in its police along with an enhancement of already experienced officer recruitment and retention issues.

In the absence of needed staffing, when reaction to service requests are delayed or ignored due to more serious incidents or large volume of calls, the level of services the department can provide must be assessed. If the backlog of calls becomes too lengthy, or clearance rates decline due to the Abington Police inability to adequately investigate, or traffic accidents increase due to the agency's inability to perform preventive/enforcement traffic patrols, some consideration must be given to a reduction in service; a suggestion that is not likely to be embraced by a community accustomed to personalized service. Ultimately, without additional human resources, the community will need to measure the level of service that it is willing to tolerate against that which it can ultimately afford.

	2019	2020	2021	2022	2023	2024	2025
Calls*	11,868	18,680**	19,053	19,434	19,823	20,219	20,624
# sworn officers	24	24	31	31	31	32	32
Call Per Officer	495	778	614	626	639	631	645

*A 2% increase is projected each year to perform this analysis

**Based upon 4,670 calls for first quarter of 2020

The exercise above is designed to further enhance the ability of the Abington community to monitor demands upon the existing staff and react accordingly. The data is reflective of the current vacancies the department is experiencing. While some positive steps have been made to fill these allocated but vacant patrol shifts, there are officers not yet trained nor certified by the State of Massachusetts to perform patrol functions. While 2021 holds promise in rectifying the existing vacancies, 2019 and 2020 data will rest on the existing officers available to deliver services. With the anticipation of full staff after 2021, future projections will be accomplished with 31 officers.

For the above calculations, it is important to note that Abington patrol sergeants are included in the number of patrol officers as Abington supervisors also respond to calls for service. Subsequently, the data above is extremely conservative as it calculates all full-time sworn officers not just patrol staff. Rarely will the Police Chief or Deputy Chief handle a call, but they could if needed, as may the School Resource Officers or Detectives. The burden of overwhelming number of calls for service will ultimately fall to the patrol officers, not detective/s or command staff. When patrol staff begins to simply respond to calls and not problem-solve each incident due to calls for service backing up, then community dissatisfaction will intensify creating a crisis for Town government.

Minimum Staffing

The Abington Police Department currently staffs three eight-hour shifts covering every twenty-four-hour period. Although, the memorandum of understanding with Local 393 of the IPBO does not include specific minimum staffing language, the Chief's unwritten rule is that there be no less than two patrol officers on each shift not including the desk officer, and shift supervisor (desk officer designation can be a civilian dispatcher, patrol officer, or in some cases a trained certified student officer awaiting academy training). Overtime is filled by seniority on a rotating basis.

MRI was advised that the department's Administrative Lieutenant posts all overtime when time off requests are received, and it is up to the officer that is assigned the forced shift to either work or arrange for his/her replacement. MRI was told that this process is utilized even when officers are away and on planned vacations and out of the geographic area. It does not appear that the Memorandum of Understanding describes the process of forced overtime other than the Chief's authority to fill vacancies after bargaining unit members have accepted or refused the assignments. This practice is common among law enforcement agencies and usually there is an agreed upon rule between the union and management that describes the process, including holding personnel who are already on shift over or ordering personnel assigned to a contagious shift in to work, saving the forced recall of personnel on a day off as a last resort. Currently, an officer on a requested day off can be assigned a shift immediately adjacent to their scheduled shift off. The department does allow officers and sergeants to swap shifts to allow more flexibility in time off, while ensuring adequate staffing and reducing the need for forced overtime.

In May 2019, the International Association of Chiefs of Police identified time off as a critical element to the improvement of officer wellness and resiliency. MRI suggests that the Chief/Town informally revisit the process for posting and forcing overtime in an effort to establish a more agreeable process to ensure adequate staffing for police operations while allowing flexibility for employees to enjoy their earned time within the department.

Emergency Management

Organizational effectiveness is tried in times of emergency. To respond effectively to unusual and infrequently occurring events, the department has an All Hazards Plan that describes guidelines for initial response to emergencies requiring more than routine police action, including fires, train/trolley accidents, natural and manmade disasters, civil disturbances mass

arrests, hostage/barricaded persons, bomb threats, pandemics, acts of terrorism and other unusual incidents.

The policy establishes and requires the utilization of Incident Command System (ICS), a component of the National Incident Management System (NIMS), whenever a response requires more than a routine police response. The plan identifies required staff and operations positions to properly ensure effective management of operations in large scale events and provides direction for initial responders and incident commander requirements to control, contain, mitigate threats and request resources necessary for long-term mitigation and recovery efforts.

While the department is a member of the Metropolitan Law Enforcement Council (METRO-LEC), MRI did not find specific guidelines needed to guide officers/supervisors when these METRO-LEC resources should be activated. The wide latitude allowed by department practice is not recommended. Anecdotal information collected by MRI relative to emergency management suggests that the practices currently employed in the absence of governing policy put officers and the community at risk. During conversation with Abington Police Department staff, MRI recommended that specific criteria are codified in policy and enforced as a matter of practice consistent with national standards for these high-risk activities. Changes to policy were developed and implemented soon thereafter.

CRIMINAL INVESTIGATIONS

Except for the smallest agencies where every officer is a generalist, criminal investigation is often assigned to senior police officers with advanced skills; they are often known as “detectives”. Given the current staffing levels, Abington police require their patrol officers, regardless of experience or training, to conduct follow-up investigations for certain types of calls. Due to the divided attention associated with the primary function in patrol coupled with the ancillary task of criminal investigation, Abington police officers are often limited in their ability to focus sufficient time to investigate serious high-profile crimes. Due to the impracticalities of patrol officers assigned to investigations, Abington Police Department often lacks the flexibility needed to work effectively with outside agencies and task forces.

It is not clear to MRI at this juncture, how the administration decides who conducts follow-up investigations. For example, MRI was advised during interviews that it is common for rape and sexual assault cases to be conducted by patrol officers and sergeants, as opposed to otherwise specifically trained investigators. Regardless of department intentions to move to the

recommended two-division system, immediate succession planning at the investigative level is recommended. In the interim, time spent by officers on investigations must be carefully managed.

The current organizational structure of the Detective Division according to the Organizational Structure policy is under the supervision of the Deputy Chief/Lieutenant/ Sergeant. It further stipulates that the Detective Sergeant performs duties as immediate supervisor of this division. Currently, there are no detectives (by title) assigned to the Detective Division and the only personnel within the division is the Detective Sergeant, who was described as working split shifts Sunday-Thursday. In practice, the Chief has advised MRI that all case management is controlled by the Administrative Lieutenant, including sexual assault and rape investigations as he is the liaison with the District Attorney's office, the Sexual Assault Nurse Examiners (SANE), and the Child Advocacy Center (CAC). [REDACTED]

[REDACTED] advised that he routinely confers with the Detective Sergeant on case management; and in serious or high-profile cases, there is a decision made on who should conduct the follow-up investigation. Due to his experience, the Lieutenant still gets involved in serious cases investigations. The department routinely assigns follow-up investigation to patrol officers and sergeants in lieu of detectives because of current staffing levels. Also noted elsewhere in this report, some officers and supervisors have been specifically trained with skills needed for crime scene investigation and follow up; these skills are not uniformly trained across the department. The department relies on the Plymouth County Sheriff department's, Bureau of Criminal Investigation (BCI), for routine booking prints and photographs, day to day crime scene processing not requiring forensic or chemists, or the Massachusetts State Police Crime Scene Services (MSP-CCS), for serious cases or joint jurisdictional crimes, involving the need for forensic collection and examination or chemists. For an agency of this size and service area, these partnerships are appropriate and encouraged.

The department's IMC-Tritech records management system has a robust incident tracking system capable of tracking all follow-up investigative steps, so various personnel involved in investigations can accurately observe the status of all investigations. Policy requires all personnel to input updates as they work on a case. According to the Case Management policy the IMC-TRC records management system provides solvability factors to assist managers with assigning resources to those cases most likely to bear fruit. Current solvability factors are

generalized by the software provider; but Abington can customize the parameters specific to organizational needs if such modifications are determined necessary.

As shown in the table in **Appendix D**, the department's incident summary for 2019 relative to crimes against persons indicated the department investigated 26 violent crimes including; 0 homicides, 9 rapes, 3 robberies, 14 aggravated assaults; and also investigated 125 property crimes, including 29 burglaries, 89 larceny/theft, and 7 motor vehicle thefts. Though every police agency would like to reduce crime within the jurisdiction, the statistical data found here is not unusual and not indicative of an immediate need for redress.

Evidence Collection, Processing and Storage

Proper evidence management and control is crucial to the success of any criminal investigation. Crime scenes must be properly identified, collected, and processed by competently trained personnel. In routine incidents and investigations typically handled by patrol, the officer must be cognizant of the mere fact that evidence exists or may exist, and take appropriate steps to collect, mark, catalog, track, package, and maintain the chain of custody until it is permanently secured by the evidence officer. Additionally, personnel evaluate the need for laboratory examination or forensic review, so that cases will be upheld in court to ensure the successful prosecution of offenders. At present, few officers have received some crime scene investigations training beyond that which is offered at the basic police academy; officers are not uniformly trained in this advanced skill. Abington Police Department relies on the Sheriff's Office for technical expertise in this high-risk activity. Abington would be well-served by providing advanced crime scene management and criminal investigations skills to first responders as part of field training or as soon thereafter as possible. This training has a multi-fold benefit: the immediate need for skilled investigators during a period of low staffing is fulfilled; crime scenes and criminal investigations will be better documented; and by offering the advanced training, the department deepens the pool of potential candidates for assignment as detectives once the department reaches a staffing level that would support the recommended structural changes.

The patrol force has primary responsibility for responding to calls for service in the first instance, recovering evidence, and conducting follow-up investigations. The department has written directives governing the collection, processing, and storage of evidence, as required, and verified within the high-risk policy review conducted by the MRI team. As noted above, Abington police rely on the Plymouth County Sheriff's Office or the Massachusetts State Police,

for serious cases or concurrent-jurisdiction crimes involving the need for forensic collection and examination or chemists.

Crime Analysis

Crime analysis allows law enforcement agencies to make organizational and strategic deployment decisions based on data driven approaches from recorded, geospatial incidents connected by time of day, day of week occurrences, as they relate to persons, property, vehicles, and activity. By reviewing the nature, extent, and distribution of crime, identifying crime suspect correlations, and retrospective conditions, deployment strategies can be targeted with available staff to prevent crime or deter and arrest violators. Crime analysis includes tactical crime analysis which identifies specific crimes within geographical areas for the deployment of directed patrols as previously mentioned. Strategic analysis consisting of long-term crime trends traditionally tied to future planning and administrative analysis. Proper analysis also considers crime data experienced by like communities to answer the all-important question, how are we doing?

Effective crime analysis should include the ability to map crime within a jurisdiction to focus deployment decisions and educate both internal and external stakeholders. The Presidents Report on 21st Century Policing asserted that the development of mature crime analysis allows law enforcement to effectively develop policy and deploy resources for crime prevention. Departments should collaborate with regional agencies to share crime, suspect, vehicle, weapons, and drug information on a recurring basis, so that field patrol personnel are provided regional awareness on multi-jurisdictional criminal offenders, who may present safety concerns due to intelligence not normally shared amongst agencies.

Abington Police Department crime analysis is minimal; it has been applied only to specific cases or locations under limited conditions; it is not uniformly utilized. With the expiration of grant funding for a regional detective's group, the department no longer collaborates on regional crime issues. MRI recommends that the Abington Police Department partner with regional agencies to share intelligence information and crime analysis.

Multi-year NIBRS Review

MRI examined the department's National Incident Based Reporting System (NIBRS) crime reporting for calendar years 2017, 2018 and 2019 to identify the most significant risk exposures faced by the department and the potential impact on community demand for services. MRI

found that the crime data reported to NIBRS did not align with the numbers reported found in the department annual report. Reconciliation between the disparate data should be made. The department's total offenses were 439, 522, and 471 in the studied years. Fluctuations in NIBRS reportable crimes are consistent with changes in the department's calls for service over the same period and are likely to be impacted in part by external influences not in the control of the Abington Police Department. For instance, property crime reports accepted by the department may go up or down dependent upon the staffing of loss prevention personnel in local businesses. Or, more recently, the impact of stay at home orders linked to the pandemic could have a deterrent effect on crime totals in 2020.

MRI suggests that the department reach out to area agencies and specifically identify those that currently routinely utilize crime analysis and distribute bulletins within their agency, to share with Abington Police Department, including unclassified information based on crimes, suspects, offenders, persons, vehicles, and drug distribution intelligence to enhance operational awareness within the agency and to enhance the overall crime prevention/crime detection efforts in the region. The department should evaluate data generated internally against data collected from partner agencies and create and distribute crime analysis products within the agency through roll call briefings, command staff meetings and to some degree on the website to enhance public education for community stakeholders consistent with national best practices.

Opportunities to partner with area colleges and universities should be explored relative to crime data analysis and regional information sharing. Inexpensive partnerships in the form of internships for students in academically relevant areas of study for the express purpose of crime data analysis for the department/region also has the ancillary effect of opening potential avenues for recruitment.

The Crime Cycle



Illustrated here, the Crime Cycle thrives when an agency experiences internal or external influences on its ability to appropriately staff high visibility patrols resulting in an increased number of calls for service handled by each officer. The current deployment of Abington officers puts greater strain on patrol by adding to the number of calls for service handled by each officer assigned coupled with subsequent investigation of crimes and incidents, thereby decreasing the previously described and recommended opportunities related to an officer's workload being inclusive of fully one-third of available time dedicated to preventive patrols. As workload increases (calls for service plus attendant follow up, administrative work, court appearances, etc.), patrol officers have less time available to conduct preventive and directed patrols in areas or at times that have been identified by analysis as needing police attention. As the visibility of patrol officers diminishes due to the elevated workload that keeps them away from those critical areas, the opportunity for crime increases.

An important fact revealed from the above matrix allows MRI to determine that Chief Majenski may desire to conduct an "allocation and distribution of personnel" review and consider options that may involve the use of civilians in non-law enforcement functions. This suggestion is prompted by an ancillary conversation and observation that was made during the tour of the police facility where civilians may offer an alternative strategy to filling sworn positions. While it is recognized that the Abington Police Department is a smaller agency and staff is automatically assumed to have multiple tasks they are responsible for, it may behoove the Chief to investigate the utilization of civilian employees, where appropriate, to ensure that sworn

personnel are assigned activities that require law enforcement authority. It was very clear to MRI that the sworn personnel of the agency are tasked with many diverse responsibilities, some of which may be accomplished by civilians. It is not the intention of MRI to substitute sworn personnel in those positions requiring law enforcement authority. Rather, cost effective personnel alternatives are intended to achieve the maximum use of law enforcement officers in the appropriate configuration according to workload assessment then supported by civilian staff.

To provide examples where this exercise may allow for a civilian to function and therefore provide a less expensive alternative is within the evidence function and background preparation for firearms permitting. Managing the process of evidence entry, management oversight, transportation to laboratory and evidence destruction may allow for a part-time civilian to be hired. MRI also understands that it is very time-consuming task of conducting background reviews for concealed weapon permits. It would seem logical that a civilian could conduct the necessary background checks that would be completed with review and oversight by the supervisor responsible while reducing costs and enhancing the system. The overriding initiative is to determine what can be accomplished by a civilian to free-up the limited sworn staff to handle matters that *must* be completed by sworn staff or supervisory/management positions.

The Crime Cycle Reversed

By civilianizing some positions and re-assigning officers to the department roster as detectives as primary (but not sole) responsibility and returning others to patrol, the Abington Police Department has the multi-fold opportunity to reverse the cycle of crime by conducting investigations more effectively, increasing visibility and stepping up directed/preventive patrols. The current state of police officer deployment requires that officers ordinarily assigned to patrol tasks are taken away from high visibility crime prevention patrols to complete investigative assignments. By dedicating detectives to undertake investigative assignments, the Abington Police Department is enabled to reduce ancillary workload of patrol officers, undertake a program of high visibility patrols, and reduce the opportunity for criminal behaviors when not actively responding to calls for service. The efficient response and resolution time spent by officers minimizes criminal activity by returning officers to proactive preventive patrols more quickly. In this sense, the cycle of crime is kept in check. Applied appropriately, this program is likely to yield cost efficiencies over time.

Staffing of Specialized Functions

Due to the Abington Police Department's current staffing levels, most specialized positions described in policy are not exercised in reality. The regularly applied exception is the assignment of two full-time School Resource Officers (SRO), and one prosecutor; the few specialties that are necessary to the day to day operation of the department are assigned as a collateral duty and supported by overtime. The specialized positions currently assigned as collateral duties include; Evidence/Property Control Officer (concurrently by the Deputy Chief and Sergeant), Motorcycle Patrol, Mountain Bike Patrol (officers are trained and equipped to ride on regular patrol, or overtime), Armorer, Firearms Instructors (most experienced instructor transferred to Bridgewater), Sex Offender Registry Officer, Use of Force/Defensive Tactics Officer, Court Prosecutor, DJCIS/NCIC Representative, Designated Infectious Disease Control Officer (DICO), Dispatch Supervisor, and the Accreditation Manager (Deputy Chief is currently responsible until an officer is trained).

Abington police currently rely on Massachusetts State Police for accident reconstruction. With the complexity of such cases coupled with the high level of training and needed equipment associated with such cases, deferring to the state police is a cost-effective alternative that MRI recommends continuing. However, MRI also recommends that the department train officers in basic crash investigation skills offered by MPTC so that they can assist agency personnel with traffic crash investigations not requiring high-level reconstruction.

Crime Prevention & Public Education Activities

Crime prevention is one of the most important aspects of community policing due to the fact the police have little ability to impact, prevent or deter crime without the community's involvement. Since the inception of modern policing models, the need for collaboration between the community and its police to effectively mitigate and control crime and disorder has been well documented. The President's Twenty-first Century Policing Task Force report highlighted this point by declaring; "Law enforcement agencies should establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues". Abington, like most agencies of its size, faces challenges to respond to the opioid crisis, effectively deal with those suffering from mental health/substance abuse issues, ensure traffic safety, address citizen complaints of speeding, oversized vehicles on neighborhood streets, disorder resulting from youth congregating, noise in and around licensed establishments, and property crime.

As full staffing levels are being realized through improved recruitment and selection techniques recommended in Chapter 4, Abington Police Department should be simultaneously conducting an inventory of existing skills related to effectively responding to these problems. Commanders should be prioritizing agency resources/responses with the assistance of community stakeholders as part of a comprehensive strategic planning initiative, then training and deploying officers according to community expectations. As noted in Chapter 6, the strategic planning process is not a “one and done” proposition; instead, Abington Police Department must strive to develop relationships and systems to acquire a near continuous stream of information that can be used to update and revise plans and strategies. Data analysis will enable the department to remain flexible/versatile enough to respond to changes in crime trends and community problems more quickly and more effectively with the objective being crisis avoidance.

The department embraces crime prevention and community policing initiatives and encourages officers to develop outreach programs to enhance service to residents. Abington commanders described that the department engages the community with programs such as the Plymouth County Outreach Program (related to opioids), ALICE planning with the school district, participating in a DARE summer camp, bus enforcement programming, and fraud prevention presentations to the senior community. When asked about the frequency of such events, Abington Police Department commanders were only able to speak anecdotally, community based programs are not tracked; they cannot report the number of officers, the frequency of events or the time spent on these types of activities. MRI recommends that the Abington Police Department acquire software or other method of effectively tracking prevention programs and associated costs. Some tracking may be available by modifying the departments’ IMC Police report management software to be inclusive of calls for service by a type dedicated to community programming. Dispatch logs would be enabled to track data linked to community events using a database that has search qualities for location, officer names, time of day, etc.

MRI suggests that the department enhance crime prevention and public education activities by evaluating the potential for a Police Explorer program and hosting Citizen Police Academy(s). Enhancements to the department website to include the department’s Mission Statement, crime bulletins, traffic/accident studies, and facts pertaining to the Plymouth County Outreach Program and Abington’s success within the community may serve multi-fold purposes. An ancillary outcome of these community outreach efforts may be the attraction of a larger pool of candidates for entry level positions as described in Chapter 4.

Records

Records are maintained by police agencies for a variety of legitimate purposes. Accurate records are required to comply with state and federal statutes, rules, investigative documentation, and provide for the compilation of statistics. The analysis of data allows chief executives to accurately report activity to various stakeholders, gauge the department's effectiveness in prevention activities, make appropriate assignments and measure the effectiveness of personnel staffing levels.

MRI conducted a review of the department's records policy and operating practices as part of the study and found both electronic and hard-copy record keeping compliant with national best practices. The department currently utilizes IMC-Tri-Tech software system (a subsidiary of Zuercher Technologies), computer aided dispatch program and reporting system. They currently utilize dispatch, police records, and administrative modules. The system has the capabilities to link the Registry of Motor vehicles (RMV), provide for 911 back fill, and includes an emergency medical dispatch (EMD) program, which is not utilized due to the fact that the Fire Department delegates its EMD responsibilities to the regional dispatch center in Holbrook.

Operational efficiencies may be found if the department evaluates the use of remotely accessed low-level reporting alternatives, such as enabling citizens to self-report certain events through the department website, to enhance service delivery and reduce the need to recall officers from their patrol duties to accept/file certain reports.

Comparable Communities

In today's policing profession, calls for service are obligated functions to which officers must adequately respond. Many calls for service experienced by the Abington Police Department are not criminal in nature, but the police are expected to resolve the myriad issues in an efficient, compassionate, and professional manner. Consequently, one of the key components of the community comparable list is calls for service and the corresponding calls handled per officer. Today's police are challenged with complicated issues such as responding to incidents driven by the mental health of those involved, those related to juveniles, complex neighbor disputes and other incidents that are not easily or immediately resolved. If officers do not have adequate time to address the service demands, community satisfaction wanes and management of risk by the agency increases. And, while one community may not be precisely compared to another due to the intangible nuances of that community, data does provide some understanding of what neighboring communities are accomplishing and committing to their police agency.

Town	Population	# of Officers	Calls for service	FY20 Budget	Calls Per Officer	Cost Per Resident	Officers per thousand population
Rockland	18,000	33	17,800	\$4,033,191.00	539	\$224	1.8
Abington	16,500	31	18,680	\$3,508,689.00	602	\$212	1.8
E. Bridgewater	15,000	21	24,774	\$2,683,193.00	1,180	\$178	1.4
Whitman	14,919	26	12,146	\$3,204,133.00	467	\$215	1.7
Holbrook	11,500	22	5,975	\$2,834,911.00	271	\$246	1.9
Average	15,187	27	15,875	3,252,823.00	611	\$215	1.7

MRI was challenged by the data presented regarding the current Abington patrol staff available to respond to calls for service. While the authorized allocation is 31 sworn officers, due to several internal and external factors that may be beyond the control of the department, only 24 staff members are available for obligated responses to the citizens of Abington. Though that will change as newly hired officers are trained and certified, a prospect delayed due to the suspension of academy classes during the pandemic, it is neither fair nor realistic to use an artificially higher staffing number to demonstrate or lessen the challenges faced by the Abington Police at the time of assessment.

Population of Comparable Communities



Chief Majenski provided a list of comparable communities for this review based upon regional challenges, demographic data as well as similar policing demands upon each agency. As noted,

it is rarely possible to find two exactly similar communities, but often regional and community nuances do provide a glimpse at policing environments that may be beneficial to the governing bodies.

Annual Operating Budget



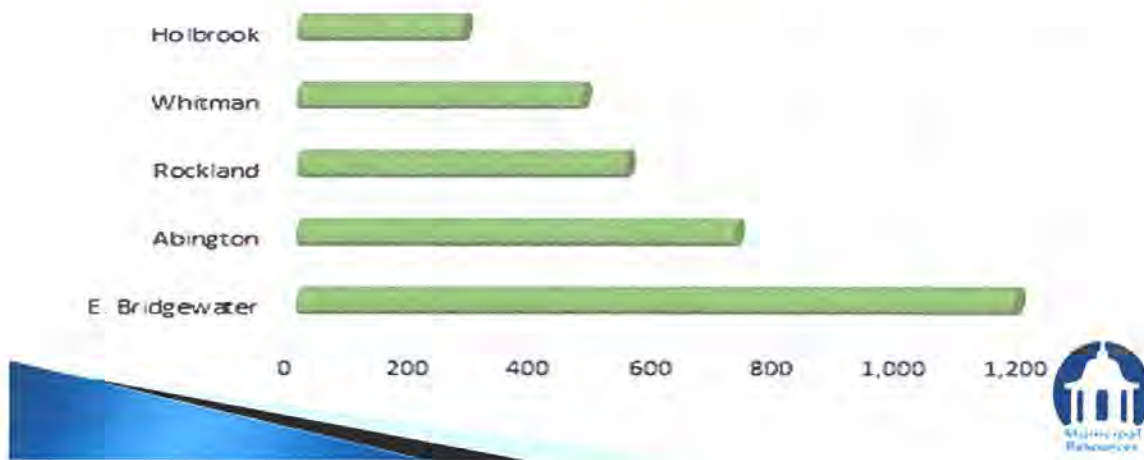
The existing operating budgets of each agency identified for comparison are portrayed in the above chart. While representative of the total funding for each agency compared, how each community arrived at that amount is unique to the community and the level of services they desire. Additionally, factors such as tax base derivations (i.e. those comprised exclusively of homes versus a mixture of business, shopping centers, etc.) also factor into the level of financial support allocated for law enforcement and police services.

Sworn Personnel Per Community



This entire section of officer availability and how many police are enough police is very much highlighted by these two charts. Abington has the second highest number of officers allocated of the five comparable communities. Possibly due to the level of demands placed upon the agency by the community which is also the second highest. Yet as another chart portrays, the cost to the Abington community per police response is the second lowest of the five comparable communities.

Calls Per Officer



The “Calls Per Officer” matrix above reveals that Abington Police rank 2nd for most calls per officer when compared to the 5 agencies identified. Police need to be available to accomplish more than just responding to calls for service. Additionally, the purpose of the police department, and particularly those who work within the patrol function, is to arrest criminals, reduce crime, reduce the fear of crime and to use proactive problem-solving methods in partnership with the citizens of Abington. This is accomplished in part through an ever-fluctuating combination of an active patrol presence, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. Patrol personnel respond to emergency and non-emergency calls for service, and when not responding to these calls, they use non-obligated time to actively patrol the community. Due to the rather random nature of service demands and needs, it is a challenge to distribute patrol forces effectively. Police managers design purposeful patrol activities to prevent a given number of incidents, but for purposes of tabulation and statistical analysis, being definitive with the number of incidents that were prevented is not possible as you can’t measure what didn’t happen. However, the objective is to create the appearance of police presence through high-

visibility patrols, thereby discouraging those with nefarious intent. That is a difficult objective to accomplish if officers are constantly “responding” to calls for service.



As noted, the overall operating budget when divided by the number of services calls the Abington Police Department responds and addresses, places the agency as the second lowest cost of the comparable communities.

Recommendations

- 3.1 MRI recommends that the department restructure. Transitioning to a two-division system, inclusive of the promotion of a second Lieutenant, would improve the overall distribution of work at the command level while improving the span of control within the organization. MRI further recommends that re-organization includes the transitioning to a system of staffing that allows “civilianization” of dispatch and the reassignment of officers from dispatch to patrol and investigative duties, as applicable. A graphic table of organization and accompanying job descriptions should clearly define changes made to the structure of the Abington Police Department (**Appendix B: Proposed Organization By Staffing Level And Function**). MRI recommends that this restructuring occur as soon as budgeting allows.
- 3.2 MRI recommends the department re-evaluate the current mission statement to be inclusive of community desired traffic safety initiatives. It is recommended that key

internal and external stakeholders be tapped to review and revise the department mission as soon as possible.

- 3.3 The department should consider formulating and updating goals and objectives on an annual basis by collaborating with departmental units. This process will establish a roadmap for prevention programs, identify strategic enforcement priorities, and determine capital equipment priorities while enhancing unity of operations within the agency consistent with national best practices. The timing of this recommended activity should be complementary and informative to the annual budget appropriations cycle.
- 3.4 MRI recommends that the department hold monthly command staff meetings, codify written agendas and notes for each command staff meeting and disseminate them to the entire department to ensure transparency, while setting goals, vision, and priorities for the workforce. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be immediate.
- 3.5 MRI recommends that the process articulated within the written directive system implemented as it relates to personnel orders, special orders, general orders, and memorandums be implemented and periodically re-evaluated. Coupled with improved communications planning for a variety of information sharing reasons, this recommendation should be implemented in the medium term.
- 3.6 MRI recommends reconsidering procedures associated with posting and forcing overtime. In the interest of officer wellness, this recommendation should be implemented in the short term.
- 3.7 MRI recommends a formal process for staffing specialized functions. Staffing detectives is a high priority that should receive immediate attention in step with the re-structuring discussion.
- 3.8 MRI recommends discontinuing the use of two disparate fleet management software programs (one operated by public works, the other by the police department) in favor of the imposed use of existing IMC Asset and Fleet Management software to ensure accurate fleet maintenance record keeping and the cost-efficient lifecycle for the fleet.
- 3.9 MRI recommends that fleet management should be overseen by an ASE Certified Master Automobile Technician mechanic, at a minimum. Recertification is required once

every five years. Due to the possibility of having to provide advanced training to any internal fleet maintenance mechanic or seeking an appropriately qualified external vendor, timing of this recommendation should coincide with annual budget preparation.

- 3.10 MRI recommends regular cruiser inspections by shift supervisors to ensure department expectations are met. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term.
- 3.11 MRI recommends revision to the patrol vehicle policy to require all agency vehicle occupants to wear seatbelts at all times. This is an officer and public safety concern; this recommendation should be undertaken immediately.
- 3.12 MRI recommends revision to the patrol vehicle policy to require officers to search patrol vehicles immediately before and after transporting *anyone* to insure timely identification of discarded weapons and contraband. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term.
- 3.13 MRI recommends revision to the patrol vehicle policy to require documented training for personnel assigned to operate special purpose vehicles. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term. In the interim, all use of special purpose vehicles by persons that have not been trained/licensed for use should cease immediately.
- 3.14 MRI recommends the department update the Shift Briefing policy to require information regarding potential or actual police hazards, wanted persons, stolen vehicles, BOLO’s, officer safety notifications, or major investigations both locally and regionally be included in shift briefing. Coupled with improved communications planning for a variety of information sharing reasons, this recommendation should be implemented in the medium term. This recommendation offered the opportunity for a “quick win” that has since been acted on by Abington Police.
- 3.15 MRI recommends a review and revision of the missing person policy to include specificity for Alzheimer’s patients. Due to the public safety hazard associated with a missing person with specialized needs, this recommendation should be undertaken immediately.

- 3.16 MRI recommends the department include policy guidance for the activation of METRO-LEC Services; tactical deployment of personnel in high risk settings; identification of precautions; and the preparation of documented after-action reviews. This recommendation offered the opportunity for a “quick win” that has since been acted on by Abington Police.
- 3.17 MRI recommends implementation of the use of solvability factors in case management; this can be accomplished in the medium term.
- 3.18 MRI recommends participation in regional criminal intelligence and information sharing networks; this can be accomplished in the medium term.
- 3.19 MRI recommends an evaluation of the use of low-level reporting alternatives to reduce the need to recall officers from their patrol duties to file certain reports. Due to the possibility of having to acquire software, changes to the department website, the development of policy, internal training and external communications needs, timing of this recommendation should coincide with annual budget preparation. Full implementation may not be feasible for a year or more.
- 3.20 MRI recommends evaluation and implementation of the Massachusetts State-wide Electronic Citation/Crash Reporting System for traffic enforcement to reduce workload and enhance officer safety. Due to the possibility of having to acquire software/hardware, development of policy and internal training, timing of this recommendation should coincide with annual budget preparation. Full implementation may not be feasible for a year or more.
- 3.21 MRI recommends the department re-evaluate the records request form, as it relates to, “members of the public request information they are expected to complete a Request for Records form that is submitted to the central records Department for processing”; due to the statutory prohibition, requiring the requestor to identify themselves or the reason for the request. Even in the case of emailing the records department can, undoubtedly, allow for the identity of the requestor to be found. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term.

- 3.22 MRI recommends that, given the limited uses, Abington Police Department retain existing Harley Davidson police motorcycles until such time that staffing levels, budget and need suggest that replacement is both necessary and cost effective.
- 3.23 MRI recommends that the Abington Police Department expand efforts to train officers in crime scene management and criminal investigation for first responders with the multifold effect of improved investigations, law enforcement and qualifications of candidates for specialized assignment as detectives.
- 3.24 MRI recommends that the Town bargain with employee union(s) to regain management rights over scheduling consistent with national standards and best practices that make allowance for scheduling linked to data analysis that suggests changes needed for crime prevention, detection and law enforcement.

CHAPTER 4 – MANAGEMENT AND HUMAN RESOURCES

The police officers and non-sworn support personnel that fulfill the organizational staffing needs are the most important and valuable resource of the Abington Police Department. Of the \$3.8 million FY 2020 police department budget, 83.25% is committed to costs associated with personnel. To protect the investment made by the community, the Abington Police Department subscribes to personnel processes that have been evaluated for efficacy by MRI. Some factors are noted above as they relate to community tolerance and expectation linked to police service levels, workload, and cost. Several other factors impose on the governance of these personnel processes: policies, procedures, rules and regulations promulgated by the department provide easily accessible and direct guidance to officers and staff; and, collective bargaining agreements between the Town and employee groups and those regulations established by the Commonwealth's Civil Service Commission help the agency to coordinate and carry out day to day functionality. Additional guidance is provided to the Abington Police Department by the Commonwealth's Municipal Police Training Committee (MPTC), those imposed by the Commonwealth's General Laws, federal laws and acts, and judicial review. Frequent changes to these factors challenge the Abington Police Department to remain vigilant and agile to assure that the community investment is well managed.

The following is an overview and assessment of the Abington Police Department's management of human resources with respect to recruitment and selection of personnel; training and career development; issues associated with performance, including evaluating, rewarding and disciplining employees; and, a discussion of personnel retention as it relates to minimizing unnecessary re-investment. Though discussed here as part of the personnel processes, the impact of the towns' subscription to the Commonwealth's Civil Service is described and discussed in more detail in Chapter 7.

Recruiting and Selection of Personnel

Every personnel centric function of the Abington Police Department is impacted by the effectiveness of recruitment and selection processes. The ability of the department to staff regularly scheduled shifts for patrol and response to community needs, make specialized assignments, fill critical positions, effectively address workload, promote qualified personnel and [as experienced of late due to pandemic] prepare for emergencies, is affected by the recruitment, selection and retention of police officers.

The market for police officers has seen an alarming reduction in the number of candidates across the United States applying for positions as Police Officers. The Police Executive Research Forum reported in 2019 that there has been a 63% downturn in law enforcement applications in the United States; this trend is reflected in the overall recruiting pool reported by Massachusetts Civil Service in the same time frame. Exacerbating the problem in the Commonwealth is the sharply increased number of veteran police officers that have reached retirement eligibility. For Abington, the increase in police officer vacancies elsewhere resultant from retirements and ordinary resignations creates a difficult competitive environment in which to attract entry-level police officers and retain experienced officers while there is a perception of greener pastures in other communities.

MRI has reviewed the Abington Police Department policy (2009-P31C) governing the department's role in the recruitment and selection of personnel. It was learned that the Town of Abington has no dedicated human resource function and that the Chief of Police was responsible for HR functions. Further, MRI noted that the department's Recruitment Coordinator was expected to report to the Chief of Police regarding recruiting activities; when asked to interview the Recruiting Coordinator, MRI was told that the Chief of Police performs that function as well while delegating much of the functionality to the Deputy Chief. Observations of the department practices suggest that the words and phrases used by the department to describe who is responsible for the recruitment and selection functions may require some policy definition to ensure that those responsible for tasks are held accountable. MRI recommends that the decade old policy be reviewed and revised to be inclusive of only those practices that are enabled by the existence of certain local government offices and those imposed by law. At a minimum, if the Town continues to operate without a "Human Resources Division", all such references and reporting requirements should be removed from department policy except where referring to the Commonwealth's Human Resources Division. MRI suggests that in the interim it may be a more efficient use of time and supervisory authority to delegate the function of recruiting to a far more junior officer or non-sworn staff person consistent with efficiencies described in restructuring recommendations. As seen in the illustrated proposed organizational chart (**Appendix B**), the tasks described here would likely fall to a patrol officer under the direct supervision of a Sergeant.

Recruiting

Of the 16,500 people living in Abington, 91.4% are white and 52% are female. At present, Chief Majenski reported that the Abington Police Department is comprised of 100% white male police officers, none are Black/African American or representative of the smaller groups of

minorities living in town. MRI recommends that the Abington Police Department develop and implement a recruiting plan over and above the existing effort that is directed toward expanding the ranks of female officers; and, though the total population of minorities of all federally classified groups is less than nine percent, MRI recommends inclusion of recruiting efforts to work toward meeting community representation. The ability of the Abington police department to build and support a policing environment of community trust and legitimacy is somewhat impacted by the reflection of the faces seen in the sworn officer staff by the community. Recruiting plans reflective of the available workforce with reasonable objectives for incremental increases to female and minority representation over time is an important step in the construction of that foundation. It has been described that the test is the test and that Abington Police Department cannot do anything about the civil service test relative to changing who may be available for selection. MRI disagrees. There is a bright line difference between selecting police officers and recruiting candidates. A comprehensive recruiting effort initiated by the Abington Police Department, perhaps in concert with other regional departments, would be beneficial to the Town by having attracted new candidates to take the test in the first instance! MRI acknowledges that the effort may yield candidates that pursue employment with other communities, too; however, by engaging in activities that are recognizable to candidates as forward thinking, contemporary, equitable and representative of the community, Abington positions itself to be a destination agency rather than a stepping stone.

Abington Police Department may benefit from recruiting potential female officers on college campuses, at sororities, in women's athletic groups, and at gyms catering to female membership. Abington Police Department should seek advice from the Massachusetts Association of Women in Law Enforcement (MAWLE), the National Association of Women Law Enforcement Executives (NAWLEE) and the National Center for Women and Policing for recruiting strategies more likely to yield positive results within this very specific demographic. Also, the United States Department of Justice COPS Office and the Bureau of Justice Assistance (BJA) both offer advice for attracting military veterans to police work and have links to advice for transitioning veteran women to policing. Additionally, the department may benefit from partnering with local civic groups such as Lions International and Rotary International to work with successful local women in business and industry to identify strategies that may be useful for attracting female candidates to law enforcement; an ancillary effect would be improved local relations with these important opinion makers in the community.

Found in Chapter 7 of this report are recommendations for disassociating the Abington Police Department from Civil Service. The already significant recruiting challenges to fill vacancies at the entry-level are exacerbated by the Town's enrollment in Civil Service; limitations

established by Civil Service disallow the Abington Police Department from directly recruiting qualified candidates from a larger pool of potential candidates that are not enrolled in Civil Service, thereby further limiting their ability to directly recruit toward achieving an agency with approximate representation of the communities demographic makeup. When asked about the possibility of recruiting specifically for gender, Chief Majenski asserted that the Abington Police Department has requested from the Civil Service Commission an exclusive list of qualified female applicants; and that the request has been denied after having been considered by the Massachusetts Commission Against Discrimination.

As the Abington Police Department moves forward with recruiting activities, an effort should be made to formally forecast sworn and non-sworn personnel needs over a period identified by strategic planning. As part of the needs forecast, Abington Police Department planners should consider the projected availability of candidates against the projected demand. Forecasting demand and availability requires consideration of variables that may impact Abington Police Department operations over the timeline projected as part of strategic planning. For instance, the Chief of Police should work with community planners to identify changes that may be planned in commercial, industrial and residential development and/or community revenue; projected changes to external economic impacts on the community; the impact that changes to technology may have on personnel staffing demands, such as the speed by which work can be performed with the implementation of emerging technology and attendant productivity; and, similarly, the impact that emerging technology will have on crime trends (i.e. Identify theft, fraud and like technology-based criminal activity occurring in the community).

As part of forecasting personnel needs, Abington Police Department would benefit from including a comprehensive inventory of skills that are needed for effective police operations unique to the Town of Abington. Using a database to collect information about each employee, Abington Police Department can search key words and phrases associated with specific task needs to help inform job task specific recruiting efforts that would most likely be effective in fulfilling immediate and forecasted operational needs. Having this resource available also assists police department planners with identifying potential replacements for critical staffing positions in times of emergency. For instance, when the police department is pressed into emergency management as part of a larger community, regional or national response to threats and hazards discussed in Chapter 3, having a list of readily identifiable persons with the skills necessary to fulfill tasks outside of their ordinary jobs is invaluable. Equally important to the development of a skills inventory and list of potential replacement personnel in the first instance is the continuous refinement of the list as changes to personnel, training and other readiness factors are identified.

Discussed in more detail below, the forecasting of future needs will also inform the police department as to those associated with entry level, ongoing and career development training. The obvious recruitment and career development advantages aside, such methods are a more efficient use of limited tax dollars. Similarly, Abington Police Department should use forecasting to inform methods of evaluating work performance, developing future specialists and leaders, identifying behaviors worthy of reward/award and, conversely, those behaviors that should be discouraged.

Selection

MRI has examined the processes employed by the Abington Police Department to select police officers from the pool of candidates created by recruitment. As noted above, projected staffing needs identified in recruitment forecasting must be fulfilled by a process of selection that is both uniform and agile. Uniform application of selection methods is not meant to imply rigidity; instead, standardized selection procedures built upon careful analysis of job relatedness enables the flexibility needed by the Abington Police Department to respond to the community needs of the moment. Interviews of Abington Police Department staff suggests that the methods used by the department for officer selection are intended to be specifically geared to identify candidates that are best suited to the needs of Abington while also carefully considering whether the candidate(s) have the knowledge, skills and abilities that are most appropriate to that specific purpose. It is important to note that though silent in policy, it has been intimated to MRI that the selection procedures employed by Abington specifically consider the *quality* of candidate's credentials. However, interviews of key staff that have been supported in part by survey results include the current Abington Police Department reality that they take candidates that have passed the civil service test "out of desperation". MRI notes that desperation is a poor selection criterion.

Once selection procedures have been approved for use by the Chief of Police, they must not be allowed to collect dust on a shelf. Each time that the department determines the need to pull from the pool of candidates established by recruiting, the selection procedures must be examined to ensure that they will be effective in identifying those candidates uniquely suited for the demands of the community *at that time*. Similarly, the person responsible to the department for recruiting and selecting candidates must ensure that the uniform procedures employed are complemented by uniform administration of selection elements to all eligible candidates, as well as the uniform scoring or interpretation of results from such elements. For fair and equitable application of selection procedures to occur, MRI recommends that those

persons responsible for selection oversight have received training specific to this specialized task.

As changes to the policing environment are forecasted and realized by the Abington Police Department, rigorous review, assessment, and revision of selection procedures to ensure currency with job relatedness is imperative. Similarly, as part of the review/assessment of elements for selection, Abington Police Department should also consider whether those tasked with recruiting and selecting personnel may need refresher training to keep their skills for identifying appropriate entry level qualifications current and relevant. It is important to ensure that the processes used effectively measure traits and characteristics associated with job related knowledge, skills and abilities needed to perform the specific job identified for selection protects Abington in the event of legal challenges.

The ability of the Abington Police Department to select police officer candidates for employment are hampered by limitations imposed on the department by civil service rules found in Massachusetts General Laws Chapter 31. The status of a recruitment/selection effort that began in August 2019 to fill six police officer vacancies has been described as substantially delayed. Three candidates have caused delays to the process: [REDACTED]

[REDACTED]. By civil service rule, each candidate has appealed giving them each four months to successfully complete the assessment(s) before the department can move to the next available candidate. In the third example, a candidate on the civil service list is currently deployed in the military; until the candidate completes their military commitment in August 2020, Abington Police Department cannot fill a vacancy that the candidate may wish to apply for (as of yet unknown) upon return from military service.

Further exacerbating and delaying the process of staffing the Abington Police Department at authorized levels, during this review the Massachusetts Police Training Committee canceled all basic police academies due to the Covid-19 pandemic. Abington Police Department should consider the impact that the cancellation of police academies in the Commonwealth will have on the requirements for a probationary period found in policy 2009-P31C. The Town may wish to consult legal counsel with respect to having the probationary period of those officers already employed but not yet academy trained extended as a matter of policy and consistent with existing case law. Further, Abington PD may wish to assess the medium-term impact that the academy closures will have on staffing; the back log of those requiring academy training across the Commonwealth may yield that the department cannot achieve full staffing levels with entry

level personnel for a period of years. Determining whether a program of recruitment targeting certified officers, though potentially more expensive, may be desirable.

Auxiliary Officer Program

The Abington Police Department budgets for and actively utilizes a part-time police unit known as “auxiliaries”. Effectively managed, auxiliary officer programs are intended to be a force multiplier at times of community need; however, without a well-documented program of careful management and extensive training, the Abington auxiliary program has the potential to be fraught with liability risk. There is no maximum number of auxiliary officers authorized by the Town; instead, though the police department currently retains a part-time staff that (generally) fluctuates between 10-11 auxiliary officers; there have been historic highs reported greater than 20.

Selection of auxiliary officers differs from that of full-time officers by virtue of civil service rules; the auxiliary unit is not subject to the same impositions as those being selected for full-time positions. Applicants for auxiliary positions are not required to take the civil service exam; the Abington Police Department retains full recruitment and selection authority and responsibility for the processes utilized to determine auxiliary qualification for appointment. Though the recruitment, selection and utilization of auxiliary officers appears to be an extraordinary opportunity for the department to identify well-qualified candidates for “promotion” to full-time positions, civil service disallows such a practice. Even those auxiliary officers that have demonstrated the dedication and commitment to MPTC training for the period of their part-time tenure must first pass the civil service examination in order to change their status from being a part-time employee of the Town to full-time. The risk associated is that the auxiliary now appears on the list of eligible candidates seen by all civil service communities. Command staff recognizes the value of the auxiliary program as a recruitment tool, but also acknowledges the risk that it may serve as a springboard to full-time employment in other communities.

Of the current auxiliaries, two are retirees from police departments in other communities. This distinction allows these two officers to work without limitation as it relates to law enforcement authority in Abington (retirement laws limit the number of hours these officers may work) ; their training and experience coincide with myriad of job tasks they may be assigned or exposed to in Abington. The remaining auxiliaries have been certified by MPTC as part-time/intermittent police officers thereby enabling them to exercise police powers in a limited capacity. By casual observation, the difference in training can be identified in the number of hours required: full-time officers must attend a minimum of 800 hours of basic training before

being allowed to perform the functions of a police officer while auxiliaries are required to complete just 392.5 hours. Annually, whether full or part-time certified in the Commonwealth, all police officers must complete a minimum of 40 hours of in-service training to retain certification.

MRI has observed that auxiliary officers, also described as Special Police officers within various department directives, carry firearms and wear a uniform not too dissimilar from that worn by full-time officers (shades of blue over navy blue) to perform their limited assigned tasks. They are, however, all trained and sworn to MPTC standards for Reserve Police Officers in Massachusetts. The department should seek to eliminate discrepancies within various directives describing the unit. For those auxiliaries that are full-time certified, the absence of distinction and reduced training hours bears no problem or liability for the officer or community. However, for those auxiliaries that have attended less than half the number of hours of basic training, it is reasonable for the community to conclude that they have less than half the capability to respond effectively when unexpectedly pressed into service and is inconsistent with industry best practice.

Current practice of the Abington Police Department is to assign auxiliary officers to tasks that are less likely to expose them to circumstances for which they may be ill-equipped to respond. Traffic posts, crowd control and other details associated with event management (such as Founders Day) are typical assignments. However, the aforementioned 'a cop is a cop' expectation of the community may call for an auxiliary to perform at an extremely high level of competency for hazard mitigation. To assure the community that auxiliaries are properly trained for such an occurrence, MRI recommends that the Abington Police Department consider one of two avenues of risk management: require that the Auxiliary component of the police department must be MPTC full-time certified or, if part-time/intermittent certified, be subjected to extensive in-service training before being permitted to work in any uniformed capacity. If the latter path is chosen, the Abington Police Department must conduct an extensive and carefully documented comparative analysis of each auxiliary officer's training against the frequently performed job tasks of a full-time police officer to assure equivalency. The auxiliary must never be permitted to perform tasks that they have not been trained similarly as a full-time certified officer unless under immediate/direct supervision of an officer qualified by the department for that express purpose.

Training

The life cycle of training in law enforcement is inclusive of those skill development and refresher training courses that highlight the substantial physical risk and liability that police officers face in the service of their community. As officers progress in their careers, appointment to specialized assignments, promotions, changes in laws and or other external factors require in-service training to ensure that they are able to meet the rigors of the position as well as the unique needs of an ever-changing community.

The Abington Police Department is imposed upon by the Commonwealth's General Laws, Part 1, Title VII, Chapter 41 Section 96 B that requires successful completion of training as described by the Massachusetts Police Training Committee (MPTC) for both entry-level and annual in-service training for the full period of employment as law enforcement officers, regardless of age, tenure, seniority, assignment or rank. MPTC allows for one entry-level training/certification distinction: those officers employed by a municipality as auxiliary officers, also known as part time or reserve officers, may attend an academy of less time and rigor. However, officers trained as auxiliaries are generally limited to assignments consistent with their reduced level of training.

Unlike many occupations, including those in other segments of government, law enforcement requires a significant amount of training to be successfully completed before entry-level tasks can be performed without immediate supervision. Once a police officer candidate has been selected to the Abington Police Department, they are scheduled to attend a police academy. The MPTC authorizes several academies to which the Abington Police Department may apply. Typically, once assigned, a candidate officer will attend an academy of 21-25 weeks in duration. Once an officer has been trained in classroom-based police skills and the academic theory and philosophy of police profession at the police academy, the Abington Police Department assigns them to additional and necessary practical training known as the Field Training Officer (FTO) program. After selection, it is important that police officer training supports the principles of fairness, compassion, and cultural sensitivity. MRI recommends that the Abington Police Department link training to these basic principles and document the extent by which officers receive and successfully complete such training.

The Abington Police Department FTO program is a rigorous introduction to the day-to-day application of academy training in a practical field setting. In an informal process of selection, senior police officers who have an anecdotally described history of demonstrated excellence in policing and have been recommended by their supervisors are trained as "Field Training

Officers". This foundational training of new police is too critical to be left to anecdotal systems used to select trainers. There is too much risk that patronage, "popularity contests" or "what have you done for me lately" would be part of the informal and undocumented criteria for selection to this critical phase of career building that has long term implications for the agency. Field Training Officers directly impact the career path growth *or stagnation* of new employees by influencing the experiences associated with orientation (walking them through the HR processes upon hire); pre-boarding (how they interact with academy staff and learn skills at the police academy); basic/entry-level police skill building in the spirit of the mission and core values; socialization within the department and community; and how the new employee is likely to perceive themselves as a member of the community. MRI recommends that the process for selecting Field Training Officers is formalized in policy and adhered to in practice.

Abington Police Department currently uses one of two regional options for 40 hours of training/certification of officers selected to be FTO's. They provide direct training/coaching to new police officers freshly assigned to patrol duties. The Abington Police Department has developed the field training program to include instruction, coaching and observation of new police officers performing those tasks the officer is most likely to encounter in the day-to-day delivery of law enforcement and police services to the community. Abington Police Department recognizes that the FTO program cannot possibly be all-inclusive; instead, the program highlights adherence to the principles of integrity and ethical conduct coupled with familiarity of resources for officers to consult in the absence of supervision. In this way, new police officers in Abington are readied to respond effectively to tasks regardless of whether they've received specific practical training.

MPTC requires that the Abington Police Department provide 40 hours of in-service training each year to its sworn officer staff. The purpose of this training is to ensure that police officers are kept abreast of changes to law, the advancements of emerging technologies, new skills required to stay in front of the crime curve as well as changes to department expectations described in policies, procedures, rules or regulations. It is widely acknowledged that a well-trained police force is more reflective of and responsive to the community it serves. With challenges imposed on police, the Abington Police Department must ensure that certain skills are uniformly and repetitively provided to officers in a way that is meaningful to their tenure, experience, and position. Included in this imperative are the principles of ethics and integrity, community policing, problem solving and conflict resolution; bias awareness; procedural justice and the impartial delivery of law enforcement and police services; internal and external trauma recovery and resiliency; and those skills associated with all-hazard mitigation. A program of in-service training that couples repetitive teaching of infrequently performed high risk skills and

new skill development gives the officers and the department the dexterity needed to respond effectively to calls ranging from the bizarre and benign to those of significant hazard and horror.

In-service training needs identification is hampered due to the absence of a formal employee performance evaluation system. When employed correctly, such a system evaluates the officer not only by measuring their ability to perform job related tasks, but it also serves to identify deficiencies in the department's in-service training program. Recognizing that not all officers have similar interests or career paths, a properly developed performance evaluation program serves to ensure that the nature and quality of police officer training and performance are linked; that regardless of the career path, training needed to ensure the effectiveness of the Abington Police Department in pursuit of its mission requirements are met; and that, ultimately, employees, ranking officers and the community are satisfied with individual contributions to agency performance. Though the command staff is desirous of an in-service training program reflective of these described principles, the Abington Police Department does not specify in-service training requirements and career path development to meet department identified goals. MRI recommends that the Abington Police Department formally assess its readiness to accomplish its mission inclusive of a comprehensive training program as it relates to tenure, assignments, disciplines, career path development and redundancy. The overarching goal of Abington Police Department's comprehensive training program should be designed to promote practices and tactics that are supportive of the community with the understanding that officers are integral to a whole community concept.

Promotion

Currently, promotion to Sergeant within the Abington Police Department is governed by the general laws of the Commonwealth describing civil service. Collective bargaining agreements between the Town and police department employees in effect at the time of this review defer to the Commonwealth's general laws, no further guidance is found. Consistent with civil service regulation, promotional appointment to Sergeant in the Abington Police Department is available only to those current employees of the department who have held the next lower rank for one year, regardless of title or assignment. Additionally, for a test to be administered, a minimum of three candidates must apply. At present, three patrol officers are serving at the rank of Sergeant in an acting capacity and are being compensated accordingly. It does not appear that these acting positions were properly administered through Civil Service and the department should immediately seek formal approval for these Provisional promotions from

the Human Resources Division. Additional information related to the negative impact of civil service on the Abington Police Department promotional process may be found in Chapter 7.

As the current command staff of Chief, Deputy Chief and Lieutenant are near retirement, the pool of internal candidates for promotion to these higher ranks is substantially limited by the current practice of subscribing to civil service written tests for the rank of Sergeant. Civil service recognizes that the measurement of leadership qualities is not limited to written testing/scoring to establish a list of persons qualified for promotion to higher rank; practical assessment of leadership and management qualifications is a permitted alternative. Documents dated June 2011 related to an assessment center described additional elements for selection to the rank of Sergeant once the written test was passed by promotional candidates; however, an examination of Civil Service testing services indicate that the Abington Police Department includes only the written test as part of Sergeant selection. MRI recommends that the discrepancy between advertised (though dated) practice and permissible elements for promotion be corrected.

Given the reported number of failed attempts and the long tenure of those serving in temporary supervisory roles, MRI recommends that the Abington Police Department consider the use of an assessment center tool inclusive of a written portion and practical assessment as a reasonable alternative to clear the current log jam at the Sergeant rank. Organizational integrity is brought into question, both internally and externally, by the ongoing practice of assigning apparently unqualified persons as Acting Sergeant for prolonged periods of time; proof of necessary qualification may be attained by successful completion of promotional testing. In discussions with Chief Majenski, he is of the belief that those in the Acting roles are qualified although unable to pass the written test and without incentive to do so due to allowances found in collective bargaining agreements.

The disparity of compensation and benefits between the rank of Sergeant and Lieutenant that has been reported should be evaluated to determine the impact on career path development. Current employment conditions enable senior sergeants to earn greater basic financial compensation through the application of the so-called "Quinn Bill" than would be possible at the higher rank of Lieutenant where additional "Quinn Bill" compensation is not available.

If the Town of Abington chooses to disassociate itself from civil service, despite the pressing need for full-duty Sergeants, MRI does not recommend the adoption of any policy or practice that would diminish the measurement of qualifications needed for fair, judicious, effective leadership of this emergency service. The principles of building trust and legitimacy in a

community apply to the internal machinations of promotion to positions of authority and responsibility. Internally, those that are to be led by officers appointed above them have a reasonable expectation to believe that the authority of those holding higher rank is legitimate. Further, by establishing a fair and equitable path to promotion, the Abington Police Department will contribute to an environment supportive of officer retention while strengthening community relations.

Particularly when considering the swiftness of advances in available technology for the prevention, detection and enforcement of crime; communications, information sharing and the retention of electronic data; and the imperative to staff the department with personnel equipped to appropriately address the principles of community policing and problem solving, it is important for the Abington Police Department to ensure that those considering promotion and, certainly, those that have been promoted have an attendant level of skill training and formal education. The ability to connect with the community and subordinates to engage them in a way that effectively creates partnerships that support the organizational strategies can be linked to education and training. Though the Abington Police Department does not require advanced degrees as part of promotional viability, the agency does partner with external sources of advanced leadership and management skill building providers. Those considering advancement and those that have been promoted are provided with the opportunity to attend advanced instruction commensurate with anticipated and realized new leadership and management duties. To assure continuity of service without interruption, as funds allow, the Abington Police Department should expand their commitment to leadership development to include a broader base of potential recipients.

Costs Associated with Certain Personnel Functions

Recruitment

While there are no direct annual advertising and recruitment costs due to the Massachusetts Civil Service, MRI was advised that the Deputy Chief oversees this process diverting his time and energy towards this endeavor. Two hours of his hourly salary of \$62.77 diverted to this task is calculated for each employee recruitment effort:

$$2 \times \$62.77 = \$125.54$$

Additionally, the Deputy Chief is also tasked with requesting from Civil Service a list of qualified applications interested in the Abington Police Department. His time in reviewing, analyzing, and

determining who he wants to see as an applicant consumes approximately four (4) hours of time over the course of this process:

4 X \$62.77 = \$251.08

Before candidates move forward to a formal oral board, there is a "meet and greet" that consumes almost 12 hours of time:

12 X \$62.77= \$753.24

During the oral board process which consists of the Chief, Deputy Chief, Lieutenant and a patrol sergeant, a full day of interviews to narrow the candidate field is accomplished:

9 X \$215.52 (combined hourly rates of the oral board) = \$1,939.68

Cost of the applicant's medical and drug screening: \$317.00

Cost of psychological screening exams: \$850.00

Total Recruitment-selection costs per applicant \$4,236.54

New Employee

Once the position is offered, there is an orientation for salary, benefits, and setting up new employee credentials and ancillary completion of required employment paperwork, often with Town Hall staff. These numerous administrative duties consume most of one-day for the assigned personnel to assist and coordinate:

8 X \$29.73 = \$237.84

The new employee requires a set of new uniforms and equipment with the FTO accompanying the recruit to the uniform vendor:

8 X \$31.80 = \$254.40

Uniforms/Equipment \$2,013.45

Training; Massachusetts charges tuition and supplies costs for the basic police training:

	\$3,000.00
Recruit's salary and benefits while attending academy training:	
	\$26,642.88

Upon completion of the required State of Massachusetts training for a basic police officer, the Town of Abington provides field training specific to the Abington environment. During this period, the officer is accompanied by a certified Field Training Officer so that the new officer can be oriented to the nuances of providing policing services to the Abington community.

Familiarity with all the community streets, businesses, radio protocol and report completion requirements are accomplished throughout field training period and are part of this critical training. While the officer's salary and the FTO's salary are budgeted, the reality during this period is that two officers are accomplishing the task of one. For the purposes of this exercise, MRI has assigned the salary of the FTO as added cost during this period:

10 weeks	\$10,197.39
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The total direct cost associated with recruiting, selecting, and training a new employee is conservatively assessed at \$46,582.50. There are a number of ancillary tasks that require completing and while it is factual that they are accomplished by persons already on the Abington Police Department payroll, when they are focusing upon a new hire they are not undertaking their original job tasks. These are the tasks and nuances of employee retention that while difficult to dissect appropriately, dominate the agency's time and distract from the mission of the organization. Additional costs that are not considered in the estimated \$46K noted above are associated with durable goods that are passed from agency owned inventory to new employees without cost associated with a specific employee. Included in this category of uniforms/equipment procurement may be firearms, portable radios, TASER, batons, handcuffs, some leather/web gun belt gear and like tools/equipment. Admittedly, these items are also subject to the constant wear and tear of frequent handling and New England weather; periodic replacement costs are likely to be experienced periodically as part of the annual budget process.

The cost of losing employees is identified as an extremely problematic issue which significantly impacts the organization and the Town of Abington. The responses to the internal survey allow some insight as to why police officers are leaving; while wage levels and opportunity for diversity of assignment are often cited by those interviewed, so too are perceptions related to leadership. MRI realizes that perception is often reality; to ignore the perceptions associated

with non-wage/benefit related reasons for separating from Abington PD is perilous. Found in Chapter 6, MRI makes recommendations related to a “climate survey” that can be used by the command to guide course corrections designed to change perceptions.

Despite the department's best efforts, some turnover is inevitable and cannot be eliminated. However, it is critical to know why officers are leaving the organization to make a conscientious effort to reduce "avoidable" losses. Additional insight may be found below in “Commendations, Honors and Awards”.

Internal Affairs and Discipline

The President’s Task Force on 21st Century Policing found that “People are more likely to obey the law, when they believe that those who are enforcing it have the legitimate authority to tell them what to do . . . The public confers legitimacy only on those they believe are acting in procedurally just ways.” The United States Department of Justice (USDOJ) describes the idea of procedural justice like this, “Procedural justice (sometimes called procedural fairness) describes the idea that how individuals regard the justice system is tied more to the perceived fairness of the *process* and how they were treated, rather than to the perceived fairness of the *outcome*.” The Abington Police Department seeks to accomplish this foundational task by weaving department directives with a program of honorable and ethical expectations with the intention of assuring the legitimacy of the Department with the people they serve. The commitment of the agency to a program of external oversight through subscription to Massachusetts Police Accreditation Commission’s accreditation program lends credibility and legitimacy to the Abington Police Department’s pursuit of fairness in police service delivery. However, as noted above, there is a perception within the Abington Police Department that all is not well; survey results indicate a force divided between those that are supportive of the Chief of Police and those who are not. MRI recognizes that within every obstacle, there is opportunity: see Chapter 6 for information about how a Climate Survey can be used to positive effect.

The values and ethics of the Abington Police Department found in policy are intended to guide officers in their decision-making process when operating in the gray areas. Flexibility given to officers and staff in the form of discretion in the absence of written directives highlights the organizational expectation for excellence in law enforcement and police service delivery when the gray area exists. Additional comments regarding the content and quality of department directives is found in Chapter 5.

As noted above, a highly educated and well-trained police force is integral to the assurance of procedural justice. To ensure that the Department maintains the public trust, it has disciplinary systems founded in policy and complemented by collective bargaining that is intended to serve as a safety net designed to identify mistakes and making appropriate corrections. To address the principles of procedural justice, the Department has adopted internal procedures designed to afford due process to personnel and the community related to the intake of complaints and the investigation thereof. Survey data and interviews suggest that personnel are divided between those that experience a sense of fairness and satisfaction as it relates to disciplinary matters and those that don't; there is little, if any, middle ground.

Illustrated in the chart below are the number of complaints received by the Department for the three-year period 2017-2019, which is remarkably low compared to the experiences of similar studies conducted by MRI. Though the department does publish the citizen complaint process on its website, including a digital contact form for ease of use and submission, it seems that few citizen complaints are received. Over a three-year period, Abington police officers handled more than 60,000 law enforcement or community service activities yet report only 6 instances (less than 1 in every 10,000 calls for service) resulting in allegations made by members of the community of officer misconduct. Twelve other internal investigations are reported to have been initiated from within the agency over the same three-year period.

Internal Affairs Statistical Summary 2017-2019

Internal Affairs (IA) and Disciplinary Records Described for the period 2017-2019	Occurrences
Total number of IA investigations conducted	18
Number of IA investigations that were externally initiated	6
Number of IA investigations from external complainants that were founded	6
Number of affirmed policy violations	6
Number of disciplinary actions taken after founded IA	6
Number of separations from service (resignation/termination) following IA	2
Number of IA investigations referred for prosecution	0

Data provided by the Abington Police Department

According to the International Association of Chiefs of Police, “a police agency that fails to obtain, investigate, and resolve citizen complaints against law enforcement personnel can create a situation in which others define the agency”. Furthermore, IACP suggests that “when a process that deliberately receives and investigates citizen complaints is in place, a police culture of accountability is sustained”. Trust and accountability of police are important to building

positive relationships with the community that sustain and support the integrity of the department, even when challenged by the unexpected. Perhaps the best way to determine whether the number of citizen complaints are reflective of satisfaction is to conduct a comprehensive and independently administered community survey; the results may shed light on how any agency of this size, serving a population of this number, and responding to so many calls for service experiences such a low number of complaints over a three year period.

Commendations, Honors and Awards

The Abington Police Department does not have a policy that formalizes a process for recognizing good police work. Command personnel rely on an undocumented and informal system of letters, emails, and other forms of recognition. Modern leadership studies and practices establish that employees respond affirmatively to those programs and moments that support their sense of self-esteem and equity. Though there is no absolute link between motivation or dis-satisfaction associated with a program of rewards, it is reasonable to conclude that a negative subliminal message is sent and received within the organization when the system of directives includes provisions for punitive discipline but excludes employee recognition through the issuance of commendations, honors and awards.

By incorporating a formal policy-driven program of employee recognition, the Abington Police Department may experience positive ancillary effects associated with employee retention. An important component to a recognition program would be a link between the system and the Abington Police Departments mission and core values. By formalizing a system of employee reward for excellence in policing, the department can positively influence how employees perceive themselves and their peers and the importance of individual contribution to the community. There are indications in the survey results that suggest a divide between those supportive of management and those that perceive management efforts differently; by adopting and effectively promoting a program of employee recognition, the Chief of Police may add opportunity to positively influence organizational culture and perceptions. It is almost inevitable that when people feel better about themselves, they project themselves publicly in a more positive way and with competence and confidence.

As a system of employee recognition takes hold, incremental changes are likely to be experienced across the department. Though it would be unwise to anticipate a light-switch effect on any lingering morale issues, it is reasonable to expect improved overall wellness as the links between organizational values, training, performance, and recognition are realized. Furthermore, as it becomes apparent that employee recognition is systemic rather than a

short-lived program, Abington Police Department may experience a willingness of officers to be retained for reasons other than monetary compensation. Feeling valued is a strong motivator.

By influencing employee behavior through the implementation of an effective reward system, the Abington Police Department can build trust that supports a culture of positive relationships and teamwork; it may experience a heightened awareness for compassion and caring that results significantly improved employee relations, retention and organizational pride. By engaging employees in an inclusive program that enables all to contribute in some fashion to subordinate, peer and superior recognition, another ancillary effect may be the potential for improved trust in the department's leadership team. As trust is more widely and commonly experienced, it is inevitable that word will spread; over time, Abington may become a sought-after destination agency rather than a steppingstone to perceived greener pastures.

MRI recommends that the Abington Police Department develop a system for accepting internal and external suggestions for recognition and formally appreciating the good work of its employees in a tangible way. As part of policy development, the Abington Police Department would be well served by ensuring that supervisors, instructors, and trainers receive training in techniques needed to identify the characteristics that motivate individual employees...few respond similarly to cookie cutter methods. By motivating employee performance in the first instance and recognizing meaningful contributions consistent with the strengths of individual achievement, Abington Police Department may positively influence a sum that is greater than the whole.

Personnel Early Warning System

The Abington Police Department does not have a Personnel Early Warning System (PEWS). An early warning system is a data-based police management tool designed to identify officers whose behavior is problematic from a variety of perspectives and provide a form of intervention to correct performance or address issues associated with health, wellness and resiliency. As an early response, a department intervenes before an officer's situation manifests itself in undesirable behaviors. The system alerts the department to these individuals and warns the officers while providing counseling or training to help them change their circumstance. Early warning systems are recommended by the USDOJ National Institute of Justice, the International Association of Chiefs of Police and are a recognized standard and best practice promoted by the Commission on Accreditation for Law Enforcement Agencies, Inc.

Integral to an effective PEWS, is the use of documented performance evaluation. A formalized system that causes employees and supervisors to meet on a prescribed basis to discuss job performance, organizational expectations, career path and skill development, and other factors impacting the quality of life experienced by the employee(s). Linked to job task specific expectations and supportive of emotional survival and resiliency, the performance evaluation is an important piece of the department's ability to support its employees over their career lifetime in Abington. Except as part of the Field Training Program, the Abington Police Department does not utilize performance evaluations. When asked, MRI was told that the subject of performance evaluations was highly contentious and would be subject to collective bargaining, thus making it too costly. MRI disagrees; a properly develop and administered performance evaluation system is a substantial benefit to employees and should be put in place at the soonest opportunity.

Recommendations

- 4.1 The Abington Police Department should consider removing themselves from civil service immediately. Although a lengthy procedure, initial steps can be taken in the short term to mitigate the process.
- 4.2 Develop and frequently refresh recruitment plans specific to attracting female candidates for sworn officer positions. Additional changes made over time to reflect demographic makeup of the community. This recommendation may coincide with recommendations for disassociation from civil service; though immediate work toward attracting a pool of qualified female police officer candidates is recommended, this may be a long-term goal.
- 4.3 Develop and frequently refresh staffing needs forecast inclusive of a searchable data base for skills inventory maintenance and emergency management staff replacement planning. This recommendation offers the opportunity for a "quick win" but may also involve stakeholder groups; consideration of implementation should be medium term.
- 4.4 Abington Police Department should immediately consider and plan for the impact that the cancellation of police academies in the Commonwealth will have on the requirements for a probationary period found in policy 2009-P31C.
- 4.5 Formally assess organizational readiness to accomplish the police department mission inclusive of a comprehensive training program as it relates to tenure, assignments,

disciplines, career path development and redundancy. This recommendation may also involve stakeholder groups and may benefit from delay until after recommended restructuring has been accomplished; consideration of implementation should be medium to long term.

- 4.6 Require that Auxiliary officers have equivalent training as full-time officers performing the same/similar tasks. Though full operational implementation may be measured in years, the department should consider immediate steps to limit auxiliary activities by policy.
- 4.7 Incorporate the principles of emotional survival and resiliency into annual training regimen. This recommendation may require budget funding; implementation should coincide with the annual budget cycle.
- 4.8 Incorporate the principles of ethical conduct, fairness, compassion, and cultural sensitivity into all lesson plans, as applicable. This recommendation should be implemented as the department develops new or revises existing lesson plans; the process of review should be continuous.
- 4.9 Complete ongoing organizational efforts to comprehensively document training in a central repository. This recommendation may require budget funding for software/hardware; implementation should coincide with the annual budget cycle.
- 4.10 Consider the addition of a practical assessment of promotional candidates that will supplement written tests. Though this recommendation may have an immediate impact on those currently serving as Acting Sergeants, this may be a medium-term goal linked to disassociation from civil service.
- 4.11 Develop and implement a formal system of commendations, honors and awards that recognize personnel for work performed above department and community expectations. Form an Awards Committee comprised of internal and external stakeholders; the benefits include immediate inclusiveness and improved communications. Include a tab on the department website that would enable citizens to make recommendations for special recognition of employee performance. Examples of policy and committee work may be obtained from sources across the Commonwealth; this is an opportunity for a “quick win” and should be implemented immediately.

- 4.12 Provide formal instruction to supervisors, instructors and trainers in techniques needed to identify what motivates staff to job satisfaction and excellence. This recommendation may require budget funding for vendor-based training; implementation should coincide with the annual budget cycle.
- 4.13 Consider appointing a professional Human Resource Manager within town government to coordinate the myriad of tasks associated with personnel. If accepted, this manager should be expected to coordinate police department related personnel activities with the commander assigned to the proposed Personnel and Administration Division. This recommendation should coincide with the annual budget cycle.
- 4.14 MRI recommends that the Abington Police Department implement a program of employee performance evaluation. The nature of this recommendation calls for larger internal stakeholder involvement and may require medium term planning for implementation.
- 4.15 MRI recommends the department should develop and implement a Personnel Early Warning System. The nature of this recommendation calls for larger internal stakeholder involvement and may require medium term planning for implementation.
- 4.16 MRI recommends that the Abington Police Department expand recruiting efforts for potential female officers to college campuses, at sororities, in women's athletic groups, and at gyms catering to female membership. Abington Police Department should seek advice from the Massachusetts Association of Women in Law Enforcement (MAWLE), the National Association of Women Law Enforcement Executives (NAWLEE) and the National Center for Women and Policing for recruiting strategies more likely to yield positive results within this very specific demographic. Also, the United States Department of Justice COPS Office and the Bureau of Justice Assistance (BJA) both offer advice for attracting military veterans to police work and have links to advice for transitioning veteran women to policing. Additionally, the department may benefit from partnering with local civic groups such as Lions International and Rotary International to work with successful local women in business and industry to identify strategies that may be useful for attracting female candidates to law enforcement; an ancillary effect would be improved local relations with these important opinion makers in the community.

- 4.17 MRI recommends that the process for selecting Field Training Officers is formalized in policy and adhered to in practice.

CHAPTER 5 - WRITTEN DIRECTIVE SYSTEM ASSESSMENT

One of the most important components of the management structure of any police department is a set of written directives that guide and direct employees as they deliver services to the community. The policy and procedures manual are the foundation for all the department's operations, actions and ultimately determine the way members of the organization conduct business. When properly developed and implemented, a policy-procedure manual provides staff with the information to act decisively, consistently, and legally in a manner consistent with industry recognized best practice. When properly administered, it also promotes confidence and professional conduct among staff at all levels of the organization. Ideally, these directives should be readily accessible to each employee so that they may immediately access them for guidance.

In today's technologically savvy workplace, having the policies and procedures readily available on agency desktops, mobile data terminals found in police fleet vehicles or other hand-held mobile devices (i.e. smart phones), allows employees access while facilitating ease of periodic updating. As policies are a living document that provide timely guidance and reflect modern policing environments, each should have a review date to ensure that they are revised when appropriate and remain relevant. To ensure that each employee has reviewed the directive, there should be a mechanism whereby each staff member signs an acknowledgment of receipt and completion of review. For those written directives that guide activities that are high risk to the department, whether physical risk to the safety of officers or liability/financial risk to the department, MRI recommends a mechanism for documenting employee understanding and measured learning each time that a review is conducted and successfully completed.

The value of a sound policy and procedure manual is paramount to the provision of needed guidance in the delivery of law enforcement and police services. Without a well-developed and routinely/equitably enforced manual, it is virtually impossible to discipline an errant officer and have the discipline imposed survive a legal challenge. Additionally, the existence of policies, particularly in such high liability areas as domestic violence, uses of force, police pursuits, and sexual harassment, provides a sound risk management commitment that ultimately protects the Town of Abington and its officers against lawsuits and more importantly, the financial implications of losing a lawsuit. While no policy and procedures manual will guarantee that a police agency will not be sued, one grounded in best practices and applied consistently as a matter of routine department business goes a long way to assist the community to prevail against such legal challenges. Additionally, good policies, when accompanied by regular training and established supervision, help to ensure that the Abington Police are consistent in

the way it handles similar situations, regardless of the time of occurrence or which officer handles them. Finally, it is appropriate to have transparency in the way the law enforcement services are provided to the Abington community. The periodic publication of annual reports serves to confirm the manner in which those services are delivered. However, if policies are only in place and there is minimal and/or inconsistent demonstration of adherence, then exposure to litigation and the defense of the organization becomes untenable at best while public confidence gradually erodes.

As part of the high-level review of the Abington Police Department, MRI received access to the existing policies and procedures of the agency through PMAM Human Capital Management website. This website provides the Abington Police staff with immediate access, ability to review existing policies and an Administrative permission to amend and add new policy to the format. MRI was pleased to note that the Abington Police Department is an accredited agency under the auspices of the Massachusetts Police Accreditation Commission and was last reviewed by assessors from MAPAC in January of 2019. At that time, they were found to follow all applicable standards and reaccredited. MRI spoke to MAPAC Executive Director Donna Taylor-Moors and confirmed that the Abington Police are currently accredited and are an agency in good standing with the Commission.

Though the agency is accredited, MRI was committed to reviewing certain high liability policies associated with significant risk to the agency and the Town of Abington. Evidence, use of force and high-speed pursuit are three of the most litigated tasks associated with management of a law enforcement agency. Consequently, these policies and the accompanying proofs that the agency follows their own policy were reviewed. Each was found to be demonstrative of best practices for a law enforcement agency. Directives were articulate, comprehensive, and well presented for ease of use by the agency staff. However, the true test of sound policy is a demonstration that the agency adheres to their own published procedures. Adherence is often the challenge in police organizational studies where exceptional policy is observed only to discover that obedience to the policy is either lacking or simply non-existent.

Evidence

Review of policies pertaining to the evidence function demonstrated the breadth of the policy and the various requirements associated with the integrity of evidence, undoubtedly a critically important function of any police agency. The entire Evidence and Property Control policy was comprehensive, providing best practice oversight. Most importantly, when asked to produce the required audit and inventory reports, several were immediately provided. MRI grasps that

an audit and inventory report are time consuming and often viewed as too daunting hence they are habitually ignored by those in-charge; this is not the case in Abington. MRI concluded that an inventory was not only accomplished but the extent and detail of the reports were found to be exceptional.

Vehicular Pursuits

Justifiably there has been significant national dialogue pertaining to the inherent danger of vehicle pursuits with the conclusion that they are simply too dangerous an activity to engage in unless under narrowly defined purposes. The Abington pursuit policy followed that national discussion and is essentially a “no pursuit policy” *except* under the most severe felony situations. The mantra that guides the officers articulates that the officer will not pursue if “the continued operation of the vehicle or the officer intends to stop poses a significant risk of physical harm to the officer, the public, or others”. The only other area that an officer is authorized to pursue is when the occupant(s) of the vehicle are wanted for the commission of a felony that involves violence or will threaten the health, life, or safety of a person or persons if not stopped. The procedures were articulate and thorough to include roles of supervisors, dispatchers, and other patrol officers. Additional appropriate guidance is given to Abington Police Officers for the rare event that an officer(s) from another jurisdiction chase suspect vehicle(s) into or through Abington. The annual analysis of pursuits was comprehensive and provided significant insight for the police management to make informed decisions based upon realities, not anecdotal information.

Associated with safe vehicle operations, MRI reviewed the department policy regarding seatbelt use. In its current state, the policy stipulates that the use of seatbelts is strongly recommended for department personnel instead of being mandated; the current policy is inconsistent with national best practice. The FBI reported that in 2018, the number of police officers killed because of car crashes was nearly the same as those killed feloniously; the need for a mandatory seatbelt policy is critical to officer safety.

Use of Force

The most liability exposure for any community concerns the use of force by its employees. Not only do policies need to reflect the best practices of the profession, but it is imperative that there is definitive demonstration of contemporary training conducted on a frequent basis. The policies relating to weapons, both lethal and non-lethal, were clear and contained comprehensive directives that demonstrate department commitment to using the minimum

amount of force to accomplish lawful objectives. The detailed specifics of each weapon, including approved ammunition, were appropriately articulated. If there were additional requirements of other authorized weapon systems, those requirements for officer training and certification in compliance with MPTC regulations were also well articulated.

The Abington policy has defined force and dictates that each time an officer engages in the use of that force, the officer must complete a report which is reviewed for policy and standards of conduct adherence. The Abington directive requires that each of those reports during a calendar year must be reviewed and analyzed. The benefit of this analysis is that the chief can discern a variety of important facts, such as which month, which days, and which hours are problematic for the agency, and then staff accordingly. Additionally, is there one officer identified who is using force more than any other throughout the last year? If that is the case, is this due to a lack of training, is the officer not in physical shape and resorts to force to compensate or is there some other issue that can be gleaned from the analysis? It could be possible that the officer is simply assigned to a very busy patrol shift and exposed to more dangerous situations than their peers on other shifts or patrol routes. Regardless, there is valuable information learned and the agency can demonstrate to any potential litigant that force by an Abington police officer is carefully monitored with the goal to ensure it is used appropriately.

Accreditation

MRI routinely reviews police agencies throughout Massachusetts and frequently is recommending, by way of enhancing an organization, that the agency seek accreditation through MAPAC. It was refreshing for MRI to review an agency with solid policy, valuable annual reports and analysis and clear and ample demonstration that the Abington Police adheres to the established best practices associated with industry standards and best practices established for the Commonwealth.

MRI contends that the way a police organizational culture functions can be immensely enhanced by the accreditation system. One of the most positive attributes of the accreditation process, from the perspective of a police manager, is that accreditation demands that certain tasks be accomplished...not just contemplated. Additionally, one of the most important elements of the accreditation process is the absolute need to review and analyze programs, people, and events due to the requirements of the process. MRI understands the inherent challenges to accomplishing all necessary tasks associated with managing a police agency. But unique to the accreditation process, and possibly the very essence, is the fact that having

policies and procedures in place is not sufficient. It is imperative that they be followed, adhered too as a matter of routine by supervisory authority and demonstrated that there is compliance with applicable industry standards and best practices.

Many standards require review, critique and/or analysis of a police activity. Once an analysis is accomplished, a decision based upon reliable, confirmed information is possible and will ultimately provide sound affirmation or strategy to enhance the activity. Repeatedly, information provided in this manner has supported agency initiatives and allayed the concerns of elected officials who convey police authority and powers. While the lay person could justifiably submit that these tasks should be accomplished in any professional law enforcement agency only supports MRI's premise that accreditation is what all agencies should be doing. However, with accreditation requirements in place, analysis is consistently accomplished even for incidents or events that many may consider de minimis. The very exercise of engaging in the analysis has become an incredibly valuable trait of the Abington Police organization and should be rigorously applied hereafter.

Due to the success experienced by the Abington Police Department through its subscription to the MAPAC Accreditation system, MRI recommends that the agency maintain its accredited status under the Massachusetts system with further consideration given to gradually implementing standards and best practices required by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) with the goal to be accredited under this national system.

Recommendations

- 5.1 MRI recommends that, on a timeline parallel with consideration of restructuring, Abington Police Department takes the time to review all written directives aligned with the new divisions and assign dates certain for future reviews where none exist.
- 5.2 MRI recommends that the Abington Police continuously maintain their accredited status under the Massachusetts Police Accreditation Commission with a future goal of seeking accreditation by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) as funding becomes available and staffing levels normalize.

CHAPTER 6 - OFFICE OF THE CHIEF OF POLICE

One significant challenge to managing a police agency is the 24/7 environment that it functions within. Having opportunities to personally interact with staff is extremely problematic and gathering insight to complete a report such as this report often requires somewhat non-traditional methodologies, such as phone interviews or surveys. While not a perfect strategy, it does create an inexpensive avenue for staff to anonymously provide feedback. While generic in nature, the topical questions provide insight into the best practice operation of any law enforcement agency and enable MRI to prove concrete recommendations for enhancement and/ or confirmation that the agency is in line with those best practices. The MRI survey provided to the staff of the Abington Police Department demonstrates an interesting representative dichotomy in many areas where there is a sharp divide. **(Appendix E: Survey Results²)**

As an example, when the participants were asked whether the agency was well-managed, the responses were sharply divided, with few remaining neutral. The accompanying comments did not offer any additional insight other than sharply divided opinions that were evident with the chosen "side". Another area of split opinions asked the participants if they receive support and encouragement from the agency to be successful; slightly more than 53% agreed while 47% did not. Several other important and noticeable areas such as training provided to staff and feedback from supervisors were in the 68th percentile of satisfaction range. One of the important barometers of personnel satisfaction is found in a question that asks if the officers receive personal and professional satisfaction with their job. Slightly over 63% stated they do, with only 26% indicating that they do not!

[REDACTED]

² Typically, MRI uses data collected from surveys that have been completed by participants to report percentages needed for ease of reading. For this report, MRI calculated percentages based on 19 fully completed surveys; complete surveys are more credible. To fully disclose survey results of all participants, MRI included an additional 7 partial responses with Appendix E; calculations shown within this report are based on the 19 responses.

When viewed in the totality, the results of the Abington survey instrument reveal the somewhat unsurprising result of a relatively evenly split opinion among staff as to opinions of the agency. Generally, deviations do not favor the administration of the department. Managing a police agency is not a popularity contest and routinely there is tension as the CEO makes decisions that are perceived to be in the best interest of the entire organization, not simply for individuals; MRI provides recommendations throughout this report for consideration by Chief Majenski and his successor that may serve to enhance the operations of the Abington Police while addressing some of those areas questioned in the survey instrument.

Strategic Plan

In discussions with Chief Majenski regarding future challenges, capital expenses looming and a strategy to move forward, he indicated that the various Town Managers have not sought a strategic management document. Consequently, his focus has been on topical and timely items that he faces on a more daily basis. However, MRI believes that a strategic plan is a critical document for any police agency. These evolving and living documents, which should be constantly reviewed and updated to maintain relevance in keeping with the desires of the community are essential to creating a vision based upon a validated process. It is the culmination of a series of exercises, all designed to ensure that the vision, mission, and objectives of the agency are successfully achieved in the immediate and foreseeable future. A strategic plan ensures that the elements within the document are understood, supported, and will reflect the expectations of the community for tasks it desires from its police department. An outgrowth of this process is the enhanced ability to effectively manage resources, provide accountability through measured results and efficiently adjust to change.

Successful planning requires the fortitude to change course when opportunities and community demands arise. Ultimately, it is the planning process itself that keeps the agency focused on what the organization wishes to accomplish and the best route to ensure success while simultaneously engaging and developing staff.

MRI recommends that an Abington strategic plan consist of four interrelated exercises that all have ancillary positive attributes that will strengthen the agency:

Climate Survey: Internally, the Department would benefit from understanding what is important in the here and now. Entitled “Climate Survey”, this instrument is designed to measure elements that impact job satisfaction. Though intended to measure elements big and small, it is often the little things, such as physical comfort associated with lighting, temperature

and air flow (i.e. “climate”) in the workspaces that may have meaning to employees in their evaluation of the employer. Matters of great importance yesterday fade with the passage of time and the advent of today’s important event. Understanding the influences on internal communications may shed light on how the written word is interpreted; every opportunity to understand, reduces conflict. Periodic administration of a “climate survey” affords organizational leadership the opportunity to assess the satisfaction of the internal “client”. Key to the success of a climate survey is the immediate and protracted effort on the part of management to act in a positive way on the information gleaned from the survey. The first climate survey should be followed up with a second identical survey 6-9 months later, then annually thereafter.

Citizen Survey: Abington should consider the possibility of partnering with a local college or university to develop and administer a comprehensive citizen survey that collects information in more detail than has been captured on the department website survey. The survey can be used to collect information about the public’s perception of the Abington Police ultimately demonstrating that the agency listens and responds to community opinions and concerns. In addition to measuring police performance, community surveys can be used to analyze how police deliver services and help inform whether the allocation of resources needs to change. By adapting operations to suit community's needs, Abington PD can maximize the effect of the community survey. Minimally, the Abington Police Department should conduct and publish the results of such surveys every three years.

SWOT Exercise: Defining the Strengths, Weaknesses, Opportunity, and Threats from an internal perspective focuses upon the most significant element of an organization, the employees. The exercise attempts to garner insight from employees about their recommendations, suggestions for improvement and assessment of the management of the organization. While it is designed to advance and ultimately determine what obstacles the Abington Police face to achieve their collective goals, it also serves to engage the workforce who wants to be stakeholders. Though revisions associated with a SWOT exercise are an ongoing function of the Chief of Police, a formal SWOT exercise should be performed at least once every three years.

Fiscal Planning: As diverse as ideas may be, funding will ultimately determine the level of services that any organization can provide. With a challenging economic period, innovation, the detection of grants and other funding mechanisms must be aggressively explored. While a strategic plan articulates the goals that the agency plans to accomplish and allows a road map to do so and/or assistance in evaluating progress towards these goals, it is truly viewed as an incredibly valuable document. The objectives identified are not just theoretical

but serve to remind the organization of what is important to them and where energy is needed to ensure that the Abington Police remain on the roadways that the strategic plan has created for the organization. It also evaluates the organization's success in achieving financial goals set in the previous year. Most importantly, it is designed to be an overview for the agency as a whole allowing everyone with the organization to work together developing strategies and objectives that support the plan. In the most basic sense, it is the roadmap for our future. Fiscal planning that occurs as part of the town budget process each year should be applied to forecasted financial needs parallel to the Town Master Plan, as applicable.

Future Issues for Abington

During MRI discussions with Chief David Majenski regarding issues that he perceives loom in the future for the agency and those a new police chief will encounter; he highlighted several topics including recruitment and selection of new employees. Once the employees are trained and providing services to the Abington community, Chief Majenski expressed concern regarding their retention due to the existing salary and benefits structure. He strongly believes that there needs to be appropriate adjustments to the compensation package so that Abington is more competitive with similar Massachusetts communities. However, interviews of former employees revealed that many left Abington Police Department for less money than what they were earning. Of course, the challenge remains that Abington is a bedroom community and may not have the same commercial tax revenue base as other towns. In a revealing study believed by Chief Majenski to have been conducted for the Town in 2017 by MMA Consulting Group, Incorporated or as part of collective bargaining (**Appendix F: Comparable Communities Pay Scale**), it's highlighted that Abington police officers are compensated below rates afforded their peers in the region. Further, information learned by interview supports the premise that Abington police officers are not paid stipends within their overtime rate consistent with similarly positioned fire department personnel, thereby creating a poor perception for applicants researching communities for employment and a career.

Following the retention of good officers is the challenge of helping to keep them fulfilled and challenged by their duties. One of the strategies employed by the department fifteen years ago involved having a fully staffed detective unit which created workplace diversity and career development. At the time, the unit consisted of one supervising detective sergeant, one detective who also specializes in drugs, one detective that specialized in evidence recovery such as latent prints/photos/crime scene collection, and yet another detective who was temporarily assigned from patrol as a part time trainee who worked for a year in the unit gaining experience and knowledge.

During that same time frame, the Abington Police Department also had a commercial vehicle traffic enforcement unit comprised of two officers who focused upon commercial vehicle inspections and traffic enforcement on the four State highways (routes 123, 139, 18, and 58) that ran through the community. During this period of full staffing, the agency was able to staff a specialized entry team as a collateral duty that worked with the detectives when search warrants were being served. Additionally, the department was able to assign officers to patrol the community on motorcycles and/or bicycle patrol who were able to interact with the public on a more frequent basis. Lastly, the Abington Police also staffed a canine unit until funding was lost during the recession a decade ago. All these specialized assignments augmented the basic patrol function while offering patrol staff diversity in their work environment while learning additional expertise. Personnel recruitment, selection and retention will remain a challenge for the foreseeable future and is addressed in more detail in Chapter 4.

MRI concurs with Chief Majenski belief that supervisors (sergeants) should be separate from the same union as patrol officers. The chief sees inherent conflicts associated with sergeants supervising, counseling, training, developing, rewarding, and disciplining officers who are connected by terms of collective bargaining.

The Chief is committed to removing Abington from the Massachusetts Civil Service process as he sees this antiquated program as a significant obstacle for securing the most qualified personnel for Abington as well as enabling promotions (see also Chapters 4 and 7 for additional MRI notes related to Civil Service). For the future, the Chief would review the possibility of starting a Police Explorer post through the high school whereupon graduation from high school, further develop interested residents to become auxiliary police officers with limited authority. The process could expand to identifying future officers already committed to the community. However, MRI has learned from those interviewed that the majority of Auxiliary Officers have specific relationships with the administration; their appointment from Auxiliary to Full-Time under the current administration may be an example of why civil service was created in the first instance. If the Town moves away from civil service, it should first establish a Human Resources Department and create an employment bylaw that would prevent patronage appointments.

Chief Majenski believes that the organizational structure of the Abington Police Department would benefit from an additional lieutenant position which would divide administrative responsibilities into operations and administration (see Chapter 3 for MRI conclusions related to the division of labor and oversight as part of recommended restructuring). However, Chief Majenski pointed out that this is another area where a pay scale study would be beneficial to

retention and advancing the careers of officers. During internal discussions to accomplish this structural move, two current sergeants articulated to Chief Majenski how they could not afford the pay cut what would result from them accepting promotion to Lieutenant.

MRI believes that these factors are exacerbated in Abington due to a lower compensation package experienced by police when compared to their peers in the fire department and perceptions identified in the survey that reveal disparity related to management ineffectiveness, the lack of inclusiveness, and poor internal communications. The demand for qualified applicants from a labor pool that is already sparse and archaic Civil Service regulations combined with the perception that the Abington Police Department is a training ground for area police agencies creates significant leadership and management challenges for the foreseeable future.

Another of the issues facing police agencies, including Abington, in contributing to higher police turnover has been the introduction of a new generation of employees, dubbed Generations X and Y. Some of these generationally different employees appear to have a view of work than that of the generations preceding them. [REDACTED]

[REDACTED]

National literature suggests that while Gen X and Y employees are highly motivated and often well educated, they are prone to change jobs more frequently than previous generations of police officers. They possess a desire to build their job skills and resumes for future/expected career advancement. They possess many qualities that make them attractive to other law enforcement agencies as well as the private sector. The skills and abilities required of police officers, including good judgment, oral and written communication skills, and problem-solving abilities make them attractive candidates for many private businesses.

The Town of Abington has expressed significant concern regarding the turnover rate at the Abington Police Department. As the following discussion suggests, employee turnover is an expensive proposition. Significant research has concluded that it is better to avoid the necessity of recruiting "new" employees by focusing efforts on retaining staff. While some of the retention techniques used by police agencies have included increased salaries and benefits, there is significant data to support the premise that job satisfaction, supportive work environment, mentoring programs, and other job enhancement strategies has more to do with why employees remain at a position. Simply stated, this workforce will find positions that provides them with a sense of fulfillment. In their book "The Leadership Challenge", Kouzes and Posner suggest that employees remain in their positions in spite of significant pay increase opportunities elsewhere when they are "proud to tell others they are part of the organization, they feel a strong sense of team spirit, they see their own personal values as consistent with those of the organization, they feel attached and committed to the organization and ultimately have a sense of ownership of the organization³."

Interestingly, MRI's survey reveals an agency where 58% of the respondents believes that the administration of the Abington Police Department does not welcome their suggestions and input. As noted here and in Chapter 4, employees in this current environment need to feel a part of the organization for their own self-worth and if they do not, they leave. But the survey also revealed that 47% of the respondents stated that "if I had an opportunity to take a similar job with a different employer with comparable pay and benefits, I would leave the department". Conversely, 53% disagreed and would remain due in part to their perceived support from the community (63%) and their satisfaction of their job with the department (63%).

There is a resilient segment of the department who are relying upon their conviction that the Town of Abington is a good employer. These resilient respondents (53%) stated that they are proud to be a member of the Abington Police while 37% believe otherwise. The take-away information gleaned from the survey highlights the fact that employees want to stay at the Abington Police Department because they see the potential of the agency, not necessarily what it is today. While MRI has provided several suggestions in Chapter 4 for enhancing the recruitment, selection and training process, it is important to understand that by *not* adopting changes and/or enhancements, there will be significant cost implications through continued loss of personnel. Noted as problematic by MRI, Abington has lost a significant number of employees over the past decade; an introspective review of the existing process is not only in

³ The Leadership Challenge-Kouzes and Posner

order but there must be a reality check that the severity of the problem and the refinements/cure may be justified.

The cost of employee turnover in the past has been simply considered a cost of doing business and has been absorbed into the operating budget. Since these costs do not appear as a line item, little formal attention has been given to the cost of losing employees. However, it is important to first have a full understanding of the organizational and financial investment an agency has in its staff and what is lost by high turnover. Often, there is a tendency to focus on the short-term costs of replacing an officer and ignore the investment that has compounded over the years. Much of the knowledge and experience an officer possesses can only be obtained by doing the actual job itself. A great portion of this knowledge is gained in the first five years of employment. When an officer is recruited away, or "poached," the knowledge and experience the department paid for the officer to obtain is lost forever. The investment described in dollars and cents in Chapter 4 that is repeatedly made by Abington serves as a substantial grant to the new employer of officers who have transferred. In essence, Abington paid to train the officer for the new employer without recompense. Compounding the problem, the strength and cohesion that a department gains by having experienced staff is diminished and cannot be easily replaced. Over time, agencies with higher turnover and less experienced officers often suffer reduced productivity, lower quality of service delivery, more frequent complaints, and liability risks. While these costs are difficult to quantify, they are just as real to the organization as salaries, benefits, and training costs. With the cost of training new police officers for 26 weeks, plus the cost of backfilling existing voids with overtime plus the cost of 12 weeks of field training multiplied by the historical data indicating attrition of 3-4 officers per year adds up to real money. The institutional knowledge and experience lost when an officer is has five to ten years "on the job" is insurmountable. Often, as much as a generation of policing must pass before the lost real and intellectual investment is recouped.

As MRI attempts to project a conservative estimate of Abington's financial investment in an employee, we focused upon the cost of selecting and training a new officer. However, there are a host of intangible costs when an experienced officer leaves employment. The costs described in Chapter 4 associated with direct and indirect expenses of hiring new police officers are intended to stimulate discussion and are representative of just a few ancillary costs of losing a senior officer: lost work productivity, salary and attendant benefits for each manager involved in the separation from service; time lost to perform uniform and equipment inventory, exit interviews, and other related tasks. Additionally, what cost can be placed on lost prosecutions? Are crime victims being revictimized if an officer is no longer available to the District Attorney? Town Hall must also consider the staffing costs of processing the resignation while mundane,

regular work is pushed aside; all while the parallel cost of the process to hire a new employee commences yet again!

Management Communications

[REDACTED]
[REDACTED]
[REDACTED] Internal communication ensures alignment of organizational resources for the effective pursuit of goals and objectives defined by the community. All successful efforts resultant from this study are predicated on the basic understanding that two-way communications strategies across the agency require the courage of all parties to tell it like it is, for each member of the agency to be active listeners, and for every member to act in a concerted effort that contributes to the continuous improvement of the Abington Police Department.

Organizationally, it is imperative that the Chief of Police create the baseline and atmosphere needed to open and maintain lines of truly effective communication with stakeholders.

Mission and Vision Statements

Clear and convincing mission and vision statements are a critical foundational directive that should be elemental to every strategic and operational plan. In short, think of the mission statement as the starting point from which every operational and administrative decision is derived; the vision is the organizational destination. Without mission statements and vision statements, plans can and will wander around aimlessly at the risk of never actually getting to where the community wishes the department to be. These foundational documents establish the very purpose for which the Abington Police Department exists.

Abington Police Department does not have a Vision Statement. Oddly, the Mission Statement was somewhat obscured as a link on the detective division tab of the department website; this placement de-emphasizes the critical value and importance of this essential organizational document. The Mission Statement lists responsibility for maintaining order, protecting life and property, improving the quality of life for residents and visitors, while maintaining a safe and secure environment. However, the Mission Statement does not mention traffic safety, which MRI has come to understand is a significant driver of police calls for service and citizen complaints in Abington. MRI administered a survey to existing employees as part of the study; responses revealed frustration related to the mission statement having just been created

months ago. [REDACTED]
[REDACTED]
[REDACTED].

MRI's experience suggests the creation of an agency's mission statement is a collaborative department-wide exercise. MRI has also experienced that the formulation of a mission statement often involves internal and external stakeholders to identify specific community concerns and identifies specific elements that focus resources to target enforcement activity, enhance crime prevention, and reduce quality of life issues within the community.

IMC E-Mail

The department's communications beyond the policy and procedures manual relies on the internal IMC e-mail system. Although the Written Directive System policy defines General Order, Special Order, Personnel Order, and Memorandum, the team has not found that these systems are utilized to communicate with department members in an effective way. MRI inquired as to how various points of information such as solicitation for open specialized positions, training opportunities, announcement of personnel changes, and training notices were disseminated. MRI was informed that such communications were sent out department-wide through the IMC e-mail system. The IMC e-mail exemplars provided did not include job descriptions for specialized positions, a description of skills knowledge and abilities required for the specialized function, the length of experience, or selection criteria, to be utilized consistent with best practice.

MRI believes that though the department e-mail system offers a uniform method of communicating across the organization, it is under-utilized and ineffective when compared to other methods of communication available to the agency. Particularly when considering available social media platforms routinely utilized by the generation being recruited for police work, Abington has significant opportunities for improved communications.

Staff Meetings

MRI was told that the department utilizes staff meetings between the administration and sergeants to enhance communications within the agency. Additionally, they invite a few patrol officers to attend these meetings to be inclusive. When asked what criteria was used to select officers for inclusion with the staff meetings, MRI was told only that the junior most officers were invited and were expected to represent their peers. Subsequent interviews revealed that suggestions made by officers during the staff meetings were met by resistance or outright

rejected. MRI requested a listing of staff meetings in the last two years with accompanying agendas and notes for a few of the meetings. MRI was provided with documentation for 6 staff meetings which occurred between June 17, 2019 and April 6, 2020. After reviewing minutes from Staff Meetings, MRI concluded that documents provided lacked clearly defined agenda items; they consisted of continuous notes and phrases; and that they were not compiled in a professional business-like manner to distribute to the department. Some of the inadequacy noted may be the result of IMC's limitations in the form of a word processing module.

MRI inquired if the notes from staff meetings are disseminated across the department and stored in a central location. The Chief related that it is not the current practice, but he explained that he would embrace the concept. MRI suggests that improvement to internal communications is an organizational imperative; the adoption of a system for recording agenda and minutes, then sharing the results of meetings may go toward healing any rift that may be perceived by members of the organization. Patrol officers should be encouraged to suggest topics of discussion through their supervisors at command staff meetings, and all supervisors present should be afforded the opportunity to present issues or problems they have experienced which could lead to risk or employee dissatisfaction.

MRI inquired whether the department includes any crime analysis products as part of command staff meetings. The department did not have any evidence that it produces any analysis products to track, inform, evaluate, or determine the agencies effectiveness within its staff meetings. MRI suggests that the department hold regular monthly staff meetings on a pre-determined day/time and provide monthly reporting for incidents, trends in call types/crimes, noteworthy calls for service, traffic crash location data, and individuals/addresses that are requiring unusually high response rates within the community. Used correctly, this data will better allocate department resources to align with managements priorities, while enabling officers to implement problem solving approaches to reduce recurrences of repeat calls for service, which drain agency resources. Such data serves as a force multiplier by focusing organizational efforts to areas of specific need.

An ancillary effect of pandemic has been the "forced" use of technology to communicate with remotely located employees. This serves as an example of how the Abington Police Department could engage employees without face to face contact. By inviting department members to participate in video conferencing, there is potential that employees may have an improved sense of inclusion even when they may otherwise be unable to attend meetings in person.

Roll Call

The roll call processes described in policy and exercised in practice offers the department a unique opportunity to share information up and down the chain of command. Current practices do not include effective documentation (for the purposes of data quality, archiving and subsequent retrieval) of roll call information sharing. MRI suggests that the department/Town look to procure or build an electronic medium to enhance department-wide communications and roll call that would, at a minimum, enable the department to attach and share information not associated with the limited functionality of the existing department IMC RMS. Properly employed, information sharing will enable officers to add/share entries to the system from mobile data terminals or station-house desktop computers. Desirable system functionality also provides for key-word search capability to enhance operational awareness and assist with criminal investigations. Ideally, the selected system would be accessible in roll call using a Smart Board or an HD TV monitor, and within station house desktop and mobile data terminals. Some agencies have deployed these systems to cellphone phone technologies. Currently, anything to be covered at roll call needs to be created, copied, or printed; responsibility for such work is not assigned and accountability for information sharing is all but lost.

“Open Door”

[REDACTED]
[REDACTED]
[REDACTED] Employees and former employees who were interviewed, advised MRI that they had very limited direct face to face conversation with the Chief during their tenure. Employees related that all interaction with the Chief must go through the Assistant’s office because personnel cannot gain access to the administrative suite. Workspaces within the secure facility are locked and accessed only by “authorized” personnel. For instance, though access to the space was instantaneously given to MRI, it was observed that the suite of offices housing the Chief, Deputy Chief and Assistant was locked making an “open door policy” difficult to realize in practice.

It appears that most communication is focused through formal email exchanges, as opposed to face to face interactions. It is unclear to the MRI team how often administrators attend daily roll call briefings or embark on casual conversations with the patrol force. During a site visit and tour of the facility, interaction between officers and command staff was limited and seemed to be for the benefit of MRI rather than serving a legitimate function, including something as simple as promoting camaraderie.

Recommendations

For the Office of the Chief of Police to move the Abington Police Department forward, several recommendations have been made to improve stakeholder engagement, inclusiveness, and communication, both internally and externally. It is important for the Chief of Police to understand that the employee must be engaged and recognized as a stakeholder of the organization to create significant job satisfaction. Employee engagement is critical if you are hiring and hope to retain high-achieving millennials for the Abington Police. To garner and provide internal support; to foster an atmosphere supportive of commitment; and to generate enthusiasm integral part of the organizational integrity, the Office of the Chief of Police should:

- 6.1 Engage internal and external stakeholders to revise the Mission Statement. Use these same stakeholders to develop and publish a Vision Statement. At a minimum, move the Mission Statement to a far more prominent place visible to the home page of the department website immediately.
- 6.2 Develop and administer a Climate Survey for delivery in early fall. This exercise should be repeated in six-nine months, then annually thereafter.
- 6.3 Engage staff in a SWOT analysis. First administered parallel to the Climate Survey, this exercise should be repeated at least bi-annually.
- 6.4 Develop and administer a Community Survey designed to collect data associated with Abington's perception and attitudes about the police department above that which is collected on the department website. MRI recommends that the Abington Police Department consider partnering with a local college or university to administer, analyze and report on a repeated three-year schedule.
- 6.5 Develop a communications plan designed to significantly improve the sharing of information within the agency. Millennials appreciate and respond to initiatives where the concept or the reasoning for the program and/or theory is understood. The development of a communications plan has the ancillary opportunity of engagement at the forefront of the project! The development and implementation of the plan should be done in the short term; it has the potential to be a "quick win" from which the administration can begin building a foundation of trust and legitimacy within the organization.

- 6.6 To facilitate recommendations found in Chapter 4, create a training committee that also consists of various ranks of the agency, including civilian staff which will review available courses that move toward accomplishing the mission and vision of the agency. In addition to engaging employees, the formation of a training committee will eliminate realities and/or the perception of favoritism. MRI recommends the formation of a training committee as a short-term objective with committee work an ongoing program of organizational improvement.
- 6.7 Create “special assignments” for various work responsibilities that have a time limit. School Resource Officers, Detectives, evidence and/or crime scene processors are several of the roles that can be placed in this category. Ensure that lateral movement within the agency is distributed throughout the agency allowing exposure to various tasks. Limit time in each assignment for two or three years.
- 6.8 As part of strategic planning for the growth and retention of staff, develop a mentoring program for the Abington Police that inspires, motivates, stimulates, and enhances the overall effectiveness of the Abington Police. The mentoring program should be an off-shoot following revision to the Mission Statement, adoption of a Vision Statement and analysis of data collected as part of the Climate Survey, Community Survey, and SWOT exercise.

CHAPTER 7 - CIVIL SERVICE

After United States President James A. Garfield was assassinated by a man described at the time as a “disappointed office seeker”, Congress passed the Pendleton Act of 1883 to institute a fair and non-political system for persons seeking and holding Federal positions. Several states followed the Federal Government’s lead; the Commonwealth of Massachusetts instituted the Massachusetts Civil Service System in 1884.

The Civil Service Unit is a subdivision of the Massachusetts Human Resources Division, a unit of Massachusetts State government enabled by Massachusetts General Laws, Part I, Title IV, Chapter 31. In the current state, Abington Police Department employees may be hired, promoted, disciplined, and terminated according to Civil Service Law. The Civil Service Unit is responsible for providing entry level testing, and promotional testing. Communities that have accepted Civil Service are required to make appointments based on statutory requirements including residency preference (applicant resided within the community 12 full months prior to the examination), Veteran status, disabled Veteran status, and a Child of an officer killed or severely injured in the line of duty. These are absolute preference categories and require anyone within this group who score a passing grade to be placed at the top of the Civil Service Eligibility list long with anyone who was laid off state-wide. Additional preference categories include gendered list for agencies seeking to recruit male or female candidates based on job requirements or a community’s attempt to hire more females, minorities, or persons fluent in second languages to better reflect their community makeup. These requests for optional preference lists must be sent to Massachusetts Commission Against Discrimination (MSCAD), for review prior to acceptance. Additional categories include EMT, and EMT-Paramedic for those agencies who prefer this designation or provide ambulance service.

The Civil Service Commission is established by statute and has five appointed members one being designated a Chairman who hold hearings on appeals for bypass at the recruit and promotional level, along with discipline and termination appeals. Unfortunately, many of these appeals are heard, but the decisions can drag on for a year or more, especially relating to discipline or terminations. It is common for the Commission to reduce or discard discipline and terminations, thereby ordering the appellant be reinstated, which often triggers a Superior Court appeal, alleging that the Commission overstepped their statutory authority to determine the municipality acted appropriately. Clearly, when these appeals drag on for months to years within an agency, caustic relations may result and negatively impact morale within the workforce as employees of the community “take sides”. Generally, the resulting remedy for

bypass appeals if substantiated by the commission, is to place the appellant at the top of the designated list for the next promotion or hire.

Including Abington, there are 142 Civil Service Police Departments of the 351 cities and towns in the Commonwealth. Twenty-eight communities have recently withdrawn from the Civil Service process citing irregular testing intervals, rigid recruitment and selection parameters, residential and military preference requirements, and a cumbersome and antiquated discipline and termination hearing process, which often reduces or reverses personnel action at the local level, thereby restoring officers to their positions who have committed maleficence or wrongdoing. Also, due to the binding nature, the process for dispute resolution within agencies most often occurs through the arbitration process as part of collective bargaining agreements, as opposed to civil service hearings.

Historically, agencies have been faced with biennial entry level testing schedules, extended scoring, and list generation timelines, coupled with very tight processing and selection intervals, while competing regionally for police academy seats. Notably the most recent Civil Service entrance examination list was certified in September of 2019; therefore, the pool of potential candidates graduating from colleges and universities at any juncture in 2020 will be forced to wait until spring of 2021 to sit for a new civil service examination (assuming that state funding of such a test will exist in 2021).

Delays imposed by the Civil Service process often result in agencies not being able to fill open vacancies, due to the inability to hire officers and allow them to work prior to academy training, coupled with limitations associated with medical, psychological and physical ability testing requirements that expire between six months and one year from the date of administration. Many departments utilize permanent intermittent reserve officers, who are appointed to serve on a part-time basis, are authorized to work after attending a modified Reserve Academy, or attend the full-time academy, as a self-sponsor. By utilizing reserve officers, the agency completes the recruitment process and will simply need to register the recruit for the academy when scheduled (see Chapter 4 for more about Auxiliaries).

Civil Service also allows for lateral transfer from agency to agency after obtaining approval from Chiefs/Mayors/Town Managers of the donating and recipient communities. Civil Service rules allow for lateral transfer after one year of service. Additionally, a non-civil service full-time trained police officer can be appointed to a civil service department if he/she appears on a civil service list, thereby providing an opportunity to work immediately in the new department, if they have attended an approved in-state or out of state academy, which the Municipal Police

Training Committee accepts. Lateral transfers often negatively affect municipal agencies when there is significant disparity in pay and benefits between agencies within a geographical area, or when an agency has a more relaxed recruitment or screening process. The loss of officers that the agency has employed through the police academy can result in significant cost, increased overtime expenditures for replacement costs, and a lower experience level within the department.

The Abington Police Department appears to have experienced an unusually high turnover rate within the department over the last several years. According to a Wicked Local Abington newspaper account, the department has lost 55 full-time officers and sergeants, equal to 3-4 officers per year or 13.6%, between 2004 and 2019. In an interview in April, one Abington Selectman stated the belief that as many as 60 officers have left the police department in the last ten years. The Rand Center on Quality Policing published a report in that describes turnover greater than 10% as “excessive”. MRI was informed that several officers have left the department to accept jobs closer to home. The administration reported that the Abington Police Department often expunge candidates with residential preference early in the recruitment process, thereby relying on non-resident candidates for hire.

MRI has observed this in other geographic areas when a department exhibits a relatively low number resident preference candidates; non-resident candidates tend to select the Town as their preference community knowing that they can obtain employment within Civil Service, attain police academy certification, then transfer laterally to a more desirable department after one year of service. The Towns of Salisbury and Manchester by the Sea experienced a similar situation, Manchester by the Sea had a median income that did not result in many residential candidates looking to enter the police occupation, and therefore non-resident candidates from surrounding communities often began their careers there and eventually transition to larger agencies. Manchester by the Sea eventually withdrew from Civil Service in the last 5 years and grandfathered existing employees until retirement or promotion.

After speaking to several former employees that had previously indicated that they’d had no intention of transferring out of Abington, MRI learned that they decided to leave the department due to very low staffing, continued reliance on forced overtime assignment (encompassing as much as 40 hours of forced overtime in a given week in some instances), the lack of competitive educational incentive pay (Quinn Bill), and its inclusion within the officers overtime rate as promised, being overwhelmed by specialized assignments in addition to patrol duties, and strained relations between line officers and the administration. The administration’s proclamation that officers were leaving the agency for better pay and benefits was refuted by

several former personnel. MRI has been told by former officers that have left that they have accepted less pay, even going so far as to accepting “demotion”, when transferring to area departments in order to get away from the negative atmosphere at Abington Police Department.

Several high-profile communities with progressive police chiefs have exited civil service within the last 3-5 years, including but not limited to; Burlington, Lexington, Norwood, Reading, Sudbury, Walpole, Wayland, Weasley, and Westwood. Many non-civil service municipalities now collaborate on entry level testing to spread the cost of this component across multiple departments, thereby attracting high caliber candidates for their agencies. Many testing companies can accommodate municipalities through examination fees to entirely fund the cost of testing, while solely being responsible to address any allegations of social or education bias that may be alleged to result from the examination process. Additionally, the community can set their own standards relating to education requirements, increasing gender/race compositions to reflect the community, residency, language proficiency, EMS or other skill-based requirements, military or prior LE experience and academy certification. If opting out of Civil Service, Abington would no longer be required to appoint officers on the state-wide layoff lists (who often return to their original agency when funding is re-established) or adhere to strict requirements regarding veterans and disabled veterans. The process for opting out of Civil Service is described in MGL Ch 4 s. 4B.

Before making any decisions relative to Civil Service, MRI recommends that Abington open communication with police department employees and their collective bargaining units to test the waters about exploring the possibility. The Massachusetts Chiefs of Police Association has found that some departments experiencing a perception of low morale or a sense of distrust/contempt for management also experience employees/unions that are less likely to embrace transitioning away from Civil Service. In the case of Abington, the agreement between the Town and IBPO specifically mandates Civil Service oversight in employment and promotional process decisions. However, should the decision to move from Civil Service be made, Abington should understand that the General Laws allow that existing employees would be “grandfathered” and retain civil service rights at their current civil service rank, until promotion or retirement. Some municipalities that have transitioned from Civil Service have experienced success by ensuring that those promoted to a rank out of Civil Service could be given a guarantee, should they not succeed in the new promotion, that they could return to their existing Civil Service position. These alternatives have been used successfully in the Commonwealth, particularly when related to promotion to a non-civil service Chief or Deputy Chief’s position.

Cost/Benefit Analysis Leaving Civil Service

Experience across the Commonwealth related to the success departure of a community's public safety's force(s) from civil service is clearly a political decision. Communities that have gone through this process have experienced emotional opposition from the labor and discord from within the community. Historically, public safety labor unions have succeeded in garnering significant contractual pay and benefits, when they have agreed to leaving the civil service system, which affords personnel independent review of discipline, termination, and promotional actions. Responses to survey questions coupled with interviews of former employees suggests that moving away from civil service would result in the loss of significant checks and balances that civil service provides to remove politics and nepotism from municipal hiring decisions. Current employees pointed to the current Auxiliary Police Force as an example where favoritism and personal associations manifested in the selection of personnel.

Associated new costs to the Town of Abington if separated from Civil Service includes entry-level test preparation and administration and the risk of defending the appropriateness/validity of examinations against allegations of bias. Costs likely to be experienced by the Town during promotional processes include those associated with assessment center administration, written promotional tests, legal and staffing costs linked to appeals, the possibility of contracting subject matter experts, and defending the appropriateness/validity of promotional examinations against allegations bias.

Benefits to the current system include a reduced delay in examination grading, timely establishment of applicant lists, flexibility in the number of candidates that may be screened for openings, reduction/elimination in absolute preferences currently provided to veterans, residency, spouses/children of officers killed in the line of duty, and bypass restrictions based on list placement.

If the department/Town considers eliminating civil service for police employees, a comprehensive communications plan should be developed, and stakeholder input sought. The town should make every reasonable effort to control the message while engaging affected employees in the proposed decision and implementation of this drastic change to operations, as applicable.

Recommendations

- 7.1 MRI recommends that Abington open communication with police department employees and their collective bargaining unit to test the waters on their openness to explore the possibility of removing future hires from the Civil Service process. Though staffing levels and a backlog of promotions suggest an immediate need to explore a move from Civil Service, MRI recommends that care be taken, even at the expense of timeliness, to ensure that the move is representative of the community's desires and will have a long-term positive effect.
- 7.2 If the Town opts to leave civil service, they should evaluate the need for policy revisions that describe objective processes for recruiting a pool of qualified candidates, selecting candidates for hiring as well as for promotional decisions. The pace of transition from Civil Service will likely dictate the scheduled for achieving this objective.

CHAPTER 8 - CONCLUSIONS

When forecasting the need for succession of the Chief of Police at the Abington Police Department, the Town of Abington seized the moment as an opportunity rather than viewing the departure of a well-tenured senior executive as an obstacle. The purpose of this review was to offer insight into areas related to police department staffing and operations that would serve to inform a successor Chief and the local electorate of immediate, medium, and long term needs of the agency. With this information, the Board of Selectmen expects to facilitate a seamless transition once Chief David Majenski retires from public service.

The Abington Police Department has a solid foundation in policy and procedures that have been developed and implemented compliant with industry standards established in the Commonwealth by the Massachusetts Police Accreditation Commission. The Abington Police Department written directive system enables improvement; and, MRI has suggested that some improvement is needed. Interaction with the Chief of Police, the command staff and other agency members has demonstrated organizational willingness to accept critique and effect positive change.

Within this document, MRI has enumerated recommendations for police department improvement; the numbers only enable ease of reference, they are not meant to set Town priorities. Though MRI leaves prioritization to the executive leadership staff of the Abington Police Department, town officials and the community, some recommended changes are highlighted for immediate address:

- [REDACTED]
- Engage internal and external stakeholders to revise the Mission Statement. Use these same stakeholders to develop and publish a Vision Statement. The Mission and Vision of the agency are foundational and provide critical guidance to the department when applying

other recommendations made by MRI. At a minimum, move the existing Mission Statement to a far more prominent place visible to the community on the home page of the department website immediately.

- Reorganize the department into two divisions to improve the overall distribution of work while improving the span of control within the organization as soon as possible (**Appendix B: Proposed Organization By Staffing Level And Function**). When budget allows, add non-sworn personnel to dispatching and re-assign sworn officers to police duties. Assign recruitment activities to non-sworn human resource manager when budget allows for such a position. Follow recommended recruitment strategies found in Chapter 4 to attain full-staffing levels.
- Before MRI recommendations to disassociate from Civil Service are considered, Abington should ensure that internal systems designed to administer third party oversight of the personnel processes and eliminate patronage appointments. The processes employed for this purpose should be uniformly applied to the recruitment and selection of Auxiliary officers as well and as applicable.

Moving forward, MRI recommends that the Abington Police Department conduct strategic planning activities with involvement of internal and external stakeholders. Data learned as part of the stakeholder driven strategic planning process can be used by the chief executive to effectively manage agency activities, improve systems of communications within the agency, address needs of the community and improve the working environment.

Full application of strategic planning exercises and learned data is essential to facilitating and sustaining needed organizational changes. Used to guide the department, information learned through the development and implementation of plans will allow the agency to focus on immediate needs. The agency can use information to leverage positive effect from its strengths, manage its weaknesses, maximize its opportunities, and reduce threats. Feedback from internal and external sources will enable management to avoid previously unseen pitfalls. Periodic re-administration of surveys used to inform the development of plans will measure the impact of changes to policies and programs that effect employees and the community over time. By using a data driven approach supported by systems of continuous feedback, the department can assure the community that it is operating in a fiscally responsible way.

Chief of Police, Future Needs for Succession Planning

MRI has extensive experience in the recruitment of effective police chiefs equipped with the qualifications and attributes desirable to the unique characteristics of the community. We recommend that the following characteristics be sought by the Town as it considers succession planning at the executive level.

Foundationally, the Town of Abington must attract a Chief of Police that has a demonstrable history of law enforcement leadership steeped in the core values of ethical and honorable conduct. Unquestionable honesty and integrity are critical to the overall success of the chief and the agency they are appointed to lead. Leading a modern police agency is dramatically impacted by a Chief of Police's ability to evoke trust and a sense of legitimacy from internal and external stakeholders to organizational success.

The successful Abington police chief will have achieved higher educational degrees to the extent that formal academic training will have broadened their way of thinking, opening their mind to alternatives, and enabling analysis of complex issues. Extensive law enforcement specific leadership development training from institutions such as the FBI's prestigious National Academy, the Southern Police Institute's Administrative Officers Course or Northwestern University's School of Police Staff and Command is also recommended to better enable the Chief of Police to effectively respond to a wide variety of challenges associated with international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores, and a growing mental health crisis as they relate to the delivery of services in Abington.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

CHAPTER 9 – COMPILATION OF RECOMMENDATIONS

The following is a compilation of recommendations found in the preceding chapters.

Chapter 3: Organization

- 3.1 MRI recommends that the department restructure. Transitioning to a two-division system, inclusive of the promotion of a second Lieutenant, would improve the overall distribution of work at the command level while improving the span of control within the organization. MRI further recommends that re-organization includes the transitioning to a system of staffing that allows “civilianization” of dispatch and the reassignment of officers from dispatch to patrol and investigative duties, as applicable. A graphic table of organization and accompanying job descriptions should clearly define changes made to the structure of the Abington Police Department (**Appendix B: Proposed Organization By Staffing Level And Function**). MRI recommends that this restructuring occur as soon as budgeting allows.
- 3.2 MRI recommends the department re-evaluate the current mission statement to be inclusive of community desired traffic safety initiatives. It is recommended that key internal and external stakeholders be tapped to review and revise the department mission as soon as possible.
- 3.3 The department should consider formulating and updating goals and objectives on an annual basis by collaborating with departmental units. This process will establish a roadmap for prevention programs, identify strategic enforcement priorities, and determine capital equipment priorities while enhancing unity of operations within the agency consistent with national best practices. The timing of this recommended activity should be complementary and informative to the annual budget appropriations cycle.
- 3.4 MRI recommends that the department hold monthly command staff meetings, codify written agendas and notes for each command staff meeting and disseminate them to the entire department to ensure transparency, while setting goals, vision, and priorities for the workforce. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be immediate.
- 3.5 MRI recommends that the process articulated within the written directive system implemented as it relates to personnel orders, special orders, general orders, and

memorandums be implemented and periodically re-evaluated. Coupled with improved communications planning for a variety of information sharing reasons, this recommendation should be implemented in the medium term.

- 3.6 MRI recommends reconsidering procedures associated with posting and forcing overtime. In the interest of officer wellness, this recommendation should be implemented in the short term.
- 3.7 MRI recommends a formal process for staffing specialized functions. Staffing detectives is a high priority that should receive immediate attention in step with the re-structuring discussion.
- 3.8 MRI recommends discontinuing the use of two disparate fleet management software programs (one operated by public works, the other by the police department) in favor of the imposed use of existing IMC Asset and Fleet Management software to ensure accurate fleet maintenance record keeping and the cost-efficient lifecycle for the fleet.
- 3.9 MRI recommends that fleet management should be overseen by an ASE Certified Master Automobile Technician mechanic, at a minimum. Recertification is required once every five years. Due to the possibility of having to provide advanced training to any internal fleet maintenance mechanic or seeking an appropriately qualified external vendor, timing of this recommendation should coincide with annual budget preparation.
- 3.10 MRI recommends regular cruiser inspections by shift supervisors to ensure department expectations are met. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term.
- 3.11 MRI recommends revision to the patrol vehicle policy to require all agency vehicle occupants to wear seatbelts at all times. This is an officer and public safety concern; this recommendation should be undertaken immediately.
- 3.12 MRI recommends revision to the patrol vehicle policy to require officers to search patrol vehicles immediately before and after transporting anyone to insure timely identification of discarded weapons and contraband. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term.

- 3.13 MRI recommends revision to the patrol vehicle policy to require documented training for personnel assigned to operate special purpose vehicles. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term. In the interim, all use of special purpose vehicles by persons that have not been trained/licensed for use should cease immediately.
- 3.14 MRI recommends the department update the Shift Briefing policy to require information regarding potential or actual police hazards, wanted persons, stolen vehicles, BOLO’s, officer safety notifications, or major investigations both locally and regionally be included in shift briefing. Coupled with improved communications planning for a variety of information sharing reasons, this recommendation should be implemented in the medium term. This recommendation offered the opportunity for a “quick win” that has since been acted on by Abington Police.
- 3.15 MRI recommends a review and revision of the missing person policy to include specificity for Alzheimer’s patients. Due to the public safety hazard associated with a missing person with specialized needs, this recommendation should be undertaken immediately.
- 3.16 MRI recommends the department include policy guidance for the activation of METRO-LEC Services; tactical deployment of personnel in high risk settings; identification of precautions; and the preparation of documented after-action reviews. This recommendation offered the opportunity for a “quick win” that has since been acted on by Abington Police.
- 3.17 MRI recommends implementation of the use of solvability factors in case management; this can be accomplished in the medium term.
- 3.18 MRI recommends participation in regional criminal intelligence and information sharing networks; this can be accomplished in the medium term.
- 3.19 MRI recommends an evaluation of the use of low-level reporting alternatives to reduce the need to recall officers from their patrol duties to file certain reports. Due to the possibility of having to acquire software, changes to the department website, the development of policy, internal training and external communications needs, timing of this recommendation should coincide with annual budget preparation. Full implementation may not be feasible for a year or more.

- 3.20 MRI recommends evaluation and implementation of the Massachusetts State-wide Electronic Citation/Crash Reporting System for traffic enforcement to reduce workload and enhance officer safety. Due to the possibility of having to acquire software/hardware, development of policy and internal training, timing of this recommendation should coincide with annual budget preparation. Full implementation may not be feasible for a year or more.
- 3.21 MRI recommends the department re-evaluate the records request form, as it relates to, “members of the public request information they are expected to complete a Request for Records form that is submitted to the central records Department for processing”; due to the statutory prohibition, requiring the requestor to identify themselves or the reason for the request. Even in the case of emailing the records department can, undoubtedly, allow for the identity of the requestor to be found. This recommendation offers the opportunity for a “quick win”; consideration of implementation should be short term.
- 3.22 MRI recommends that, given the limited uses, Abington Police Department retain existing Harley Davidson police motorcycles until such time that staffing levels, budget and need suggest that replacement is both necessary and cost effective.
- 3.23 MRI recommends that the Abington Police Department expand efforts to train officers in crime scene management and criminal investigation for first responders with the multifold effect of improved investigations, law enforcement and qualifications of candidates for specialized assignment as detectives.
- 3.24 MRI recommends that the Town bargain with employee union(s) to regain management rights over scheduling consistent with national standards and best practices that make allowance for scheduling linked to data analysis that suggests changes needed for crime prevention, detection and law enforcement.

Chapter 4: Management and Human Resources

- 4.1 The Abington Police Department should consider removing themselves from civil service immediately. Although a lengthy procedure, initial steps can be taken in the short term to mitigate the process.

- 4.2 Develop and frequently refresh recruitment plans specific to attracting female candidates for sworn officer positions. Additional changes made over time to reflect demographic makeup of the community. This recommendation may coincide with recommendations for disassociation from civil service; though immediate work toward attracting a pool of qualified female police officer candidates is recommended, this may be a long-term goal.
- 4.3 Develop and frequently refresh staffing needs forecast inclusive of a searchable data base for skills inventory maintenance and emergency management staff replacement planning. This recommendation offers the opportunity for a “quick win” but may also involve stakeholder groups; consideration of implementation should be medium term.
- 4.4 Abington Police Department should immediately consider and plan for the impact that the cancellation of police academies in the Commonwealth will have on the requirements for a probationary period found in policy 2009-P31C.
- 4.5 Formally assess organizational readiness to accomplish the police department mission inclusive of a comprehensive training program as it relates to tenure, assignments, disciplines, career path development and redundancy. This recommendation may also involve stakeholder groups and may benefit from delay until after recommended restructuring has been accomplished; consideration of implementation should be medium to long term.
- 4.6 Require that Auxiliary officers have equivalent training as full-time officers performing the same/similar tasks. Though full operational implementation may be measured in years, the department should consider immediate steps to limit auxiliary activities by policy.
- 4.7 Incorporate the principles of emotional survival and resiliency into annual training regimen. This recommendation may require budget funding; implementation should coincide with the annual budget cycle.
- 4.8 Incorporate the principles of ethical conduct, fairness, compassion, and cultural sensitivity into all lesson plans, as applicable. This recommendation should be implemented as the department develops new or revises existing lesson plans; the process of review should be continuous.

- 4.9 Complete ongoing organizational efforts to comprehensively document training in a central repository. This recommendation may require budget funding for software/hardware; implementation should coincide with the annual budget cycle.
- 4.10 Consider the addition of a practical assessment of promotional candidates that will supplement written tests. Though this recommendation may have an immediate impact on those currently serving as Acting Sergeants, this may be a medium-term goal linked to disassociation from civil service.
- 4.11 Develop and implement a formal system of commendations, honors and awards that recognize personnel for work performed above department and community expectations. Form an Awards Committee comprised of internal and external stakeholders; the benefits include immediate inclusiveness and improved communications. Include a tab on the department website that would enable citizens to make recommendations for special recognition of employee performance. Examples of policy and committee work may be obtained from sources across the Commonwealth; this is an opportunity for a “quick win” and should be implemented immediately.
- 4.12 Provide formal instruction to supervisors, instructors and trainers in techniques needed to identify what motivates staff to job satisfaction and excellence. This recommendation may require budget funding for vendor-based training; implementation should coincide with the annual budget cycle.
- 4.13 Consider appointing a professional Human Resource Manager within town government to coordinate the myriad of tasks associated with personnel. If accepted, this manager should be expected to coordinate police department related personnel activities with the commander assigned to the proposed Personnel and Administration Division. This recommendation should coincide with the annual budget cycle.
- 4.14 MRI recommends that the Abington Police Department implement a program of employee performance evaluation. The nature of this recommendation calls for larger internal stakeholder involvement and may require medium term planning for implementation.
- 4.15 MRI recommends the department should develop and implement a Personnel Early Warning System. The nature of this recommendation calls for larger internal stakeholder involvement and may require medium term planning for implementation.

- 4.16 MRI recommends that the Abington Police Department expand recruiting efforts for potential female officers to college campuses, at sororities, in women's athletic groups, and at gyms catering to female membership. Abington Police Department should seek advice from the Massachusetts Association of Women in Law Enforcement (MAWLE), the National Association of Women Law Enforcement Executives (NAWLEE) and the National Center for Women and Policing for recruiting strategies more likely to yield positive results within this very specific demographic. Also, the United States Department of Justice COPS Office and the Bureau of Justice Assistance (BJA) both offer advice for attracting military veterans to police work and have links to advice for transitioning veteran women to policing. Additionally, the department may benefit from partnering with local civic groups such as Lions International and Rotary International to work with successful local women in business and industry to identify strategies that may be useful for attracting female candidates to law enforcement; an ancillary effect would be improved local relations with these important opinion makers in the community.
- 4.17 MRI recommends that the process for selecting Field Training Officers is formalized in policy and adhered to in practice.

Chapter 5: Written Directive Assessment

- 5.1 MRI recommends that, on a timeline parallel with consideration of restructuring, Abington Police Department takes the time to review all written directives aligned with the new divisions and assign dates certain for future reviews where none exist.
- 5.2 MRI recommends that the Abington Police continuously maintain their accredited status under the Massachusetts Police Accreditation Commission with a future goal of seeking accreditation by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) as funding becomes available and staffing levels normalize.

Chapter 6: Office of the Chief of Police

- 6.1 Engage internal and external stakeholders to revise the Mission Statement. Use these same stakeholders to develop and publish a Vision Statement. At a minimum, move the Mission Statement to a far more prominent place visible to the home page of the department website immediately.

- 6.2 Develop and administer a Climate Survey for delivery in early fall. This exercise should be repeated in six-nine months, then annually thereafter.
- 6.3 Engage staff in a SWOT analysis. First administered parallel to the Climate Survey, this exercise should be repeated at least bi-annually.
- 6.4 Develop and administer a Community Survey designed to collect data associated with Abington's perception and attitudes about the police department above that which is collected on the department website. MRI recommends that the Abington Police Department consider partnering with a local college or university to administer, analyze and report on a repeated three-year schedule.
- 6.5 Develop a communications plan designed to significantly improve the sharing of information within the agency. Millennials appreciate and respond to initiatives where the concept or the reasoning for the program and/or theory is understood. The development of a communications plan has the ancillary opportunity of engagement at the forefront of the project! The development and implementation of the plan should be done in the short term; it has the potential to be a "quick win" from which the administration can begin building a foundation of trust and legitimacy within the organization.
- 6.6 To facilitate recommendations found in Chapter 4, create a training committee that also consists of various ranks of the agency, including civilian staff which will review available courses that move toward accomplishing the mission and vision of the agency. In addition to engaging employees, the formation of a training committee will eliminate realities and/or the perception of favoritism. MRI recommends the formation of a training committee as a short-term objective with committee work an ongoing program of organizational improvement.
- 6.7 Create "special assignments" for various work responsibilities that have a time limit. School Resource Officers, Detectives, evidence and/or crime scene processors are several of the roles that can be placed in this category. Ensure that lateral movement within the agency is distributed throughout the agency allowing exposure to various tasks. Limit time in each assignment for two or three years.
- 6.8 As part of strategic planning for the growth and retention of staff, develop a mentoring program for the Abington Police that inspires, motivates, stimulates, and enhances the

overall effectiveness of the Abington Police. The mentoring program should be an off-shoot following revision to the Mission Statement, adoption of a Vision Statement and analysis of data collected as part of the Climate Survey, Community Survey, and SWOT exercise.

Chapter 7: Civil Service

- 7.1 MRI recommends that Abington open communication with police department employees and their collective bargaining unit to test the waters on their openness to explore the possibility of removing future hires from the Civil Service process. Though staffing levels and a backlog of promotions suggest an immediate need to explore a move from Civil Service, MRI recommends that care be taken, even at the expense of timeliness, to ensure that the move is representative of the community's desires and will have a long-term positive effect.
- 7.2 If the Town opts to leave civil service, they should evaluate the need for policy revisions that describe objective processes for recruiting a pool of qualified candidates, selecting candidates for hiring as well as for promotional decisions. The pace of transition from Civil Service will likely dictate the scheduled for achieving this objective.

CHAPTER 10 – THE PROJECT TEAM

PRINCIPLE IN CHARGE

Alan Gould, President and Chief Operating Officer, is a graduate of Saint Anselm College with a Bachelors' Degree in Criminal Justice. He is certified as a Public Manager by the American Academy of Certified Public Managers and has completed numerous management and leadership programs including the Babson Command Training Institute and the FBI's LEEDS program. He is recognized for his creativity in community policing and his leadership in promoting ethics in the law enforcement community.

Mr. Gould began his public sector career with the Salem, NH, Police Department where, during 21 years, he served at all ranks of the Department. He served as Chief of Police in Rye, NH, where, upon retirement from law enforcement, he was appointed and served as Town Administrator until joining Municipal Resources, Inc. in 2008. Mr. Gould served as the Ethics Instructor at the New Hampshire Police Academy for 15 years and has been an instructor of college courses in Criminal Code, Criminal Investigation, Report Writing, Constitutional Law, and Juvenile Delinquency. Among his many community involvements, Alan served as an initial incorporator of two non-profit organizations; one addressing family violence and visitation issues, and the other established to help seniors remain in their homes as they age.

Mr. Gould continues to serve as Deputy Emergency Management Director in the coastal community of Rye, NH, located within the Seabrook Nuclear Power Plant's Emergency Planning Zone. In addition to his responsibilities as MRI's Chief Operating Officer, Mr. Gould directly oversees the company's public safety projects including organizational studies, cultural assessments, facilities reviews, and "internal" investigations. Mr. Gould also specializes in recruitment/selection processes for executive level municipal positions and has completed hundreds of processes for top management positions throughout New England.

PROJECT MANAGER

Sean F. Kelly, Director of Services and Senior Consultant, obtained a Bachelor's Degree from Springfield College and an MS in Human Resources Management from Southern New Hampshire University; he is a graduate of the FBI National Academy 201st Session and the 46th Session of FBI LEEDS. Sean has served in law enforcement since 1987. Mr. Kelly served at various command level positions and assignments over a span of twenty-two years at the Town of Durham Police Department. As the Chief of the Weare, New Hampshire Police Department, Sean oversaw the CALEA Accreditation of the department within nine months of his appointment.

Sean was appointed by the International Association of Chiefs of Police to the Firearms Committee to study, consider, and determine the various methods and means by which crimes involving firearms are committed, along with methods employed by police agencies to solve

and reduce the incidence of gun crimes. He has published several articles for the *FBI Law Enforcement Bulletin*, the *IACP's Big Ideas for Smaller Agencies* and for *New Hampshire Police Standards and Training Council* focusing upon Leadership, Internal Affairs, Performance Evaluation, Crowd Control and Law Enforcement Accreditation.

Mr. Kelly was appointed as a residential Fellow to the United States Drug Enforcement Administration's Leadership Development Unit where he contributed to the leadership training of drug enforcement officers and agents domestically and internationally. Sean is a Team Leader for the Commission on the Accreditation for Law Enforcement Agencies, (CALEA) Inc. and has reviewed the practices, policies, and procedures of more than 50 police agencies seeking national accreditation and recognition.

Mr. Kelly has worked with the United States Department of Justice on the Bureau of Justice Assistance Law Enforcement Leadership Initiative Training Steering Committee and Core Competencies Work Group. As a consultant to the United States Department of Justice, Mr. Kelly worked to develop and deploy the Bureau of Justice Assistance's Diagnostic Center. As the Director of Services at Municipal Resources Inc., Sean manages projects and provides direct client services.

TEAM MEMBERS

David Kurz obtained a Bachelors' Degree in Criminal Justice from the University of Southern Maine, is a graduate of the FBI National Academy 153rd Session and has served in law enforcement since 1974. Chief Kurz previously served as the Chief of the Gorham, Maine Police Department and the Deputy Director of the Maine Drug Enforcement Agency, Maine Department of Public Safety. Since 1996 Mr. Kurz has served as Chief of Police for Durham, NH, where he is responsible for the supervision of a CALEA accredited full-service police agency committed to a customer-oriented delivery of services functioning in a university community.

Chief Kurz is one of 12 chiefs appointed by the International Association of Chiefs of Police to an Advisory Group assisting IACP in the formation of training and client needs assessment that may be unique to smaller police agencies in the United States. Chief Kurz is one of 6 police managers instructing with the IACP through the Bureau of Justice Assistance "Leading by Legacy" program that provides management and leadership skills to rural police agencies throughout the nation.

He has published seven articles for the IACP Police Chief magazine and Big Ideas for Smaller Agencies focusing upon Strategic Planning, Alcohol Enforcement, Promotional Process, Effective Performance Evaluations, Leadership and New Technology Acquisition. Deemed as a subject matter expert, Chief Kurz routinely conducts national training seminars for IACP focusing upon strategic planning and personnel management while assisting IACP with management studies of law enforcement agencies.

Chief Kurz is a Team Leader for the Commission on the Accreditation for Law Enforcement Agencies, (CALEA) Inc and has reviewed the policies and procedures of over 50 police agencies seeking national accreditation and recognition. He was recently profiled by CALEA for his engagement and leadership in the accreditation process.

He has worked with the United States Department of Justice on several initiatives including the National Summit on Campus Public Safety and is a member of the Bureau of Justice Assistance Law Enforcement Leadership Initiative Training Steering Committee as well as assisting the US State Department develop sexual assault protocol for use by the Egyptian government. Additionally, Chief Kurz is a “peer reviewer” for the Byrne Criminal Justice Innovation Programs offering his expertise on law enforcement grant applications submitted to the Department of Justice. Most recently Chief Kurz was a contributing author cited in President Obama’s 21st Century Policing Task Force Report designed to strengthen community policing within the United States. Chief Kurz has been a senior police consultant with Municipal Resources, Inc. since 2001.

Neil F. Ouellette obtained a Bachelor’s Degree in Criminal Justice Administration from Salem State College in June 1991. He continued his education at the University of Massachusetts-Lowell, obtaining his Master’s Degree in Criminal Justice Administration and a Certificate in Domestic Violence Prevention in June 1997. He has attended the Massachusetts Police Leadership Institute at the University of Massachusetts-Lowell, FBI LEEDS Program, and is a graduate of the 237th session of the FBI National Academy. He is an adjunct professor at North Shore Community College in Danvers and previously lectured at Endicott College in Beverly. He retired in May of 2015 after serving thirty-two years with the Danvers Police Department having led the Nationally Accredited Police Agency for the past eleven years. In 2011 the Danvers Police Department was re-accredited with CALEA’s Award of Excellence at Colorado Springs, Colorado. The Danvers Police Department is also accredited by the Massachusetts Police Accreditation Commission.

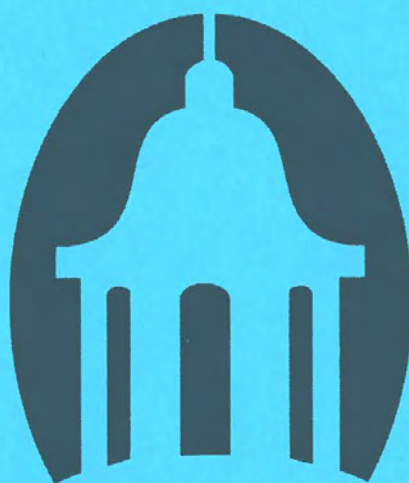
Chief Ouellette began his career in 1979 as an Auxiliary Police Officer in Danvers and was appointed a reserve Officer in 1983 and worked as a full-time Boxford Police Officer for eighteen months after completing the police academy. Returning to Danvers as a full-time officer in 1987 he moved through the ranks as a patrol officer, patrol supervisor, Operations Commander having responsibility for Patrol, Dispatch and Detectives, which comprised ninety-two percent of the agency. During his career he served in specialized assignments including Field Training Officer, Background Investigator, Court Prosecutor, Evidence Officer, and CPR and First Aid Instructor. As Chief of the department, he was responsible for managing all aspects of this department of forty-six sworn personnel and a total staff of fifty-nine employees, serving twenty-six thousand residents with a very robust commercial and retail business sector, encompassing multiple highways, malls and entertainment venues. The department was very community oriented, initiating the first drug take back program in Massachusetts, along with

initiating a Jail Diversion Program, Crisis Intervention Team Policing, and enhanced lockdown procedures within the school district. Chief Ouellette served as past President of the Essex County Chiefs of Police Association, served on the Board of Directors of the Massachusetts Chiefs of Police Association, Chaired the Northeastern Massachusetts Law Enforcement Councils' Technology Committee and was a member of MCOPA's Civil Service Committee, and Traffic Records Coordinating Committee.

APPENDIX A

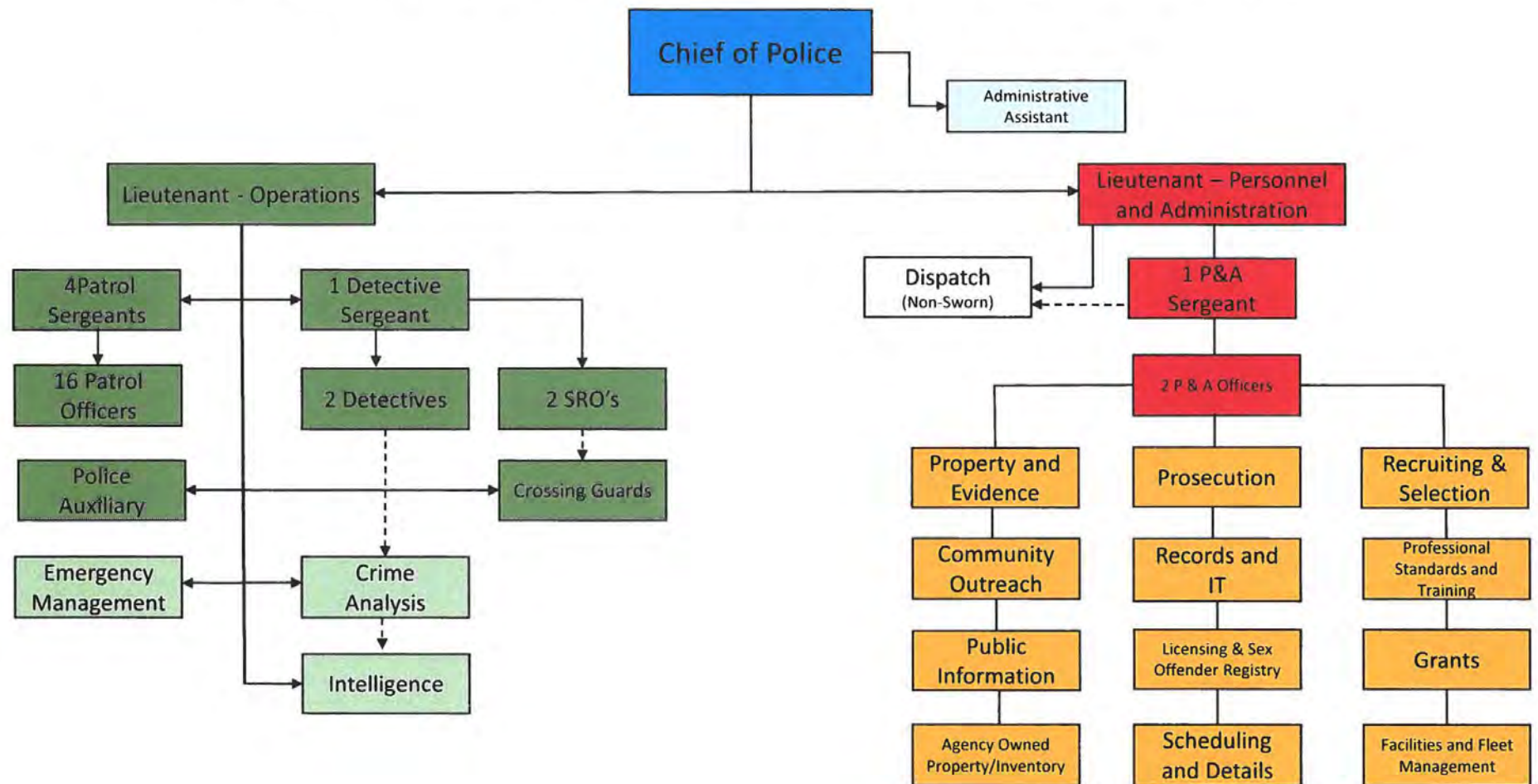


APPENDIX B



Municipal
Resources
Inc.

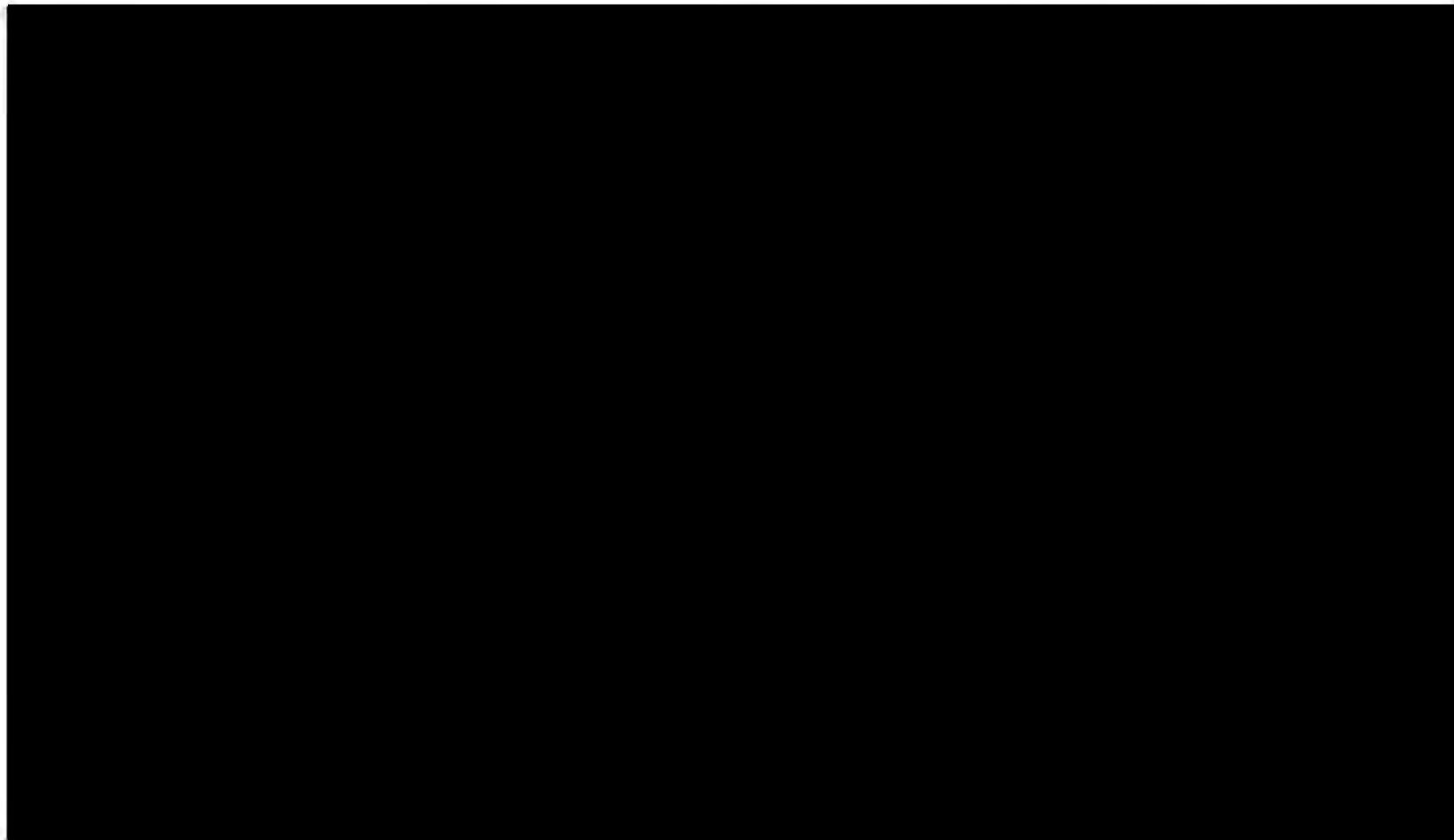
Abington Police Department Proposed Organization By Staffing Level And Function



APPENDIX C



**Municipal
Resources
Inc.**



APPENDIX D



Municipal
Resources
Inc.

APPENDIX D: INCIDENT SUMMARY

Town	Population	Violent crime	Murder and nonneglige manslaugh	Rape1	Robbery	Aggravatec assault	Property crime	Burglary	Larceny- theft	Motor vehicle theft	Arson
Abington	16,369	33	0	4	6	23	158	26	120	12	0
Avon	4,560	5	0	0	2	3	60	7	49	4	
Brockton	96,016	917	7	93	172	645	1,961	327	1,250	384	16
Canton	23,551	90	0	8	8	74	149	22	122	5	0
Easton	24,176	40	0	6	6	28	160	28	125	7	0
Hanover	14,597	5	0	0	0	5	102	10	82	10	1
Hanson	10,860	31	0	5	1	25	49	15	32	2	1
Hingham	23,392	13	0	1	1	11	234	54	175	5	2
Holbrook	11,064	39	0	3	9	27	129	13	108	8	1
Marshfield	25,929	31	0	5	2	24	85	15	67	3	2
Norwood	29,194	42	0	4	2	36	293	25	245	23	0
Stoughton	28,678	104	0	8	9	87	389	29	333	27	4
Weymouth	56,382	147	1	15	17	114	577	66	478	33	2
Whitman	15,000	25	0	3	0	22	96	15	76	5	1

APPENDIX E



**Municipal
Resources
Inc.**

APPENDIX E: EMPLOYEE SURVEY

SURVEY SUMMARY

Survey: ABINGTON, MA POLICE DEPARTMENT SURVEY

Report: Default Report

Survey Status

Status: Closed
Deploy Date: 03/18/2020
Closed Date: 04/10/2020

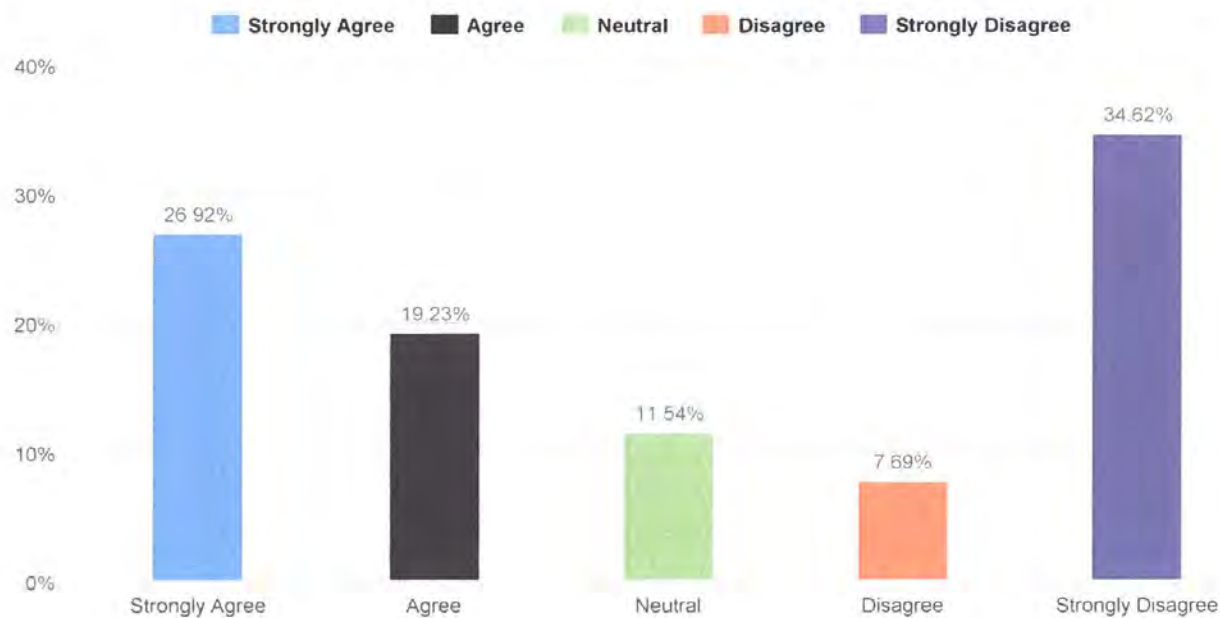
Respondent Statistics

Total Responses: 26
Completes: 19
Partials: 7

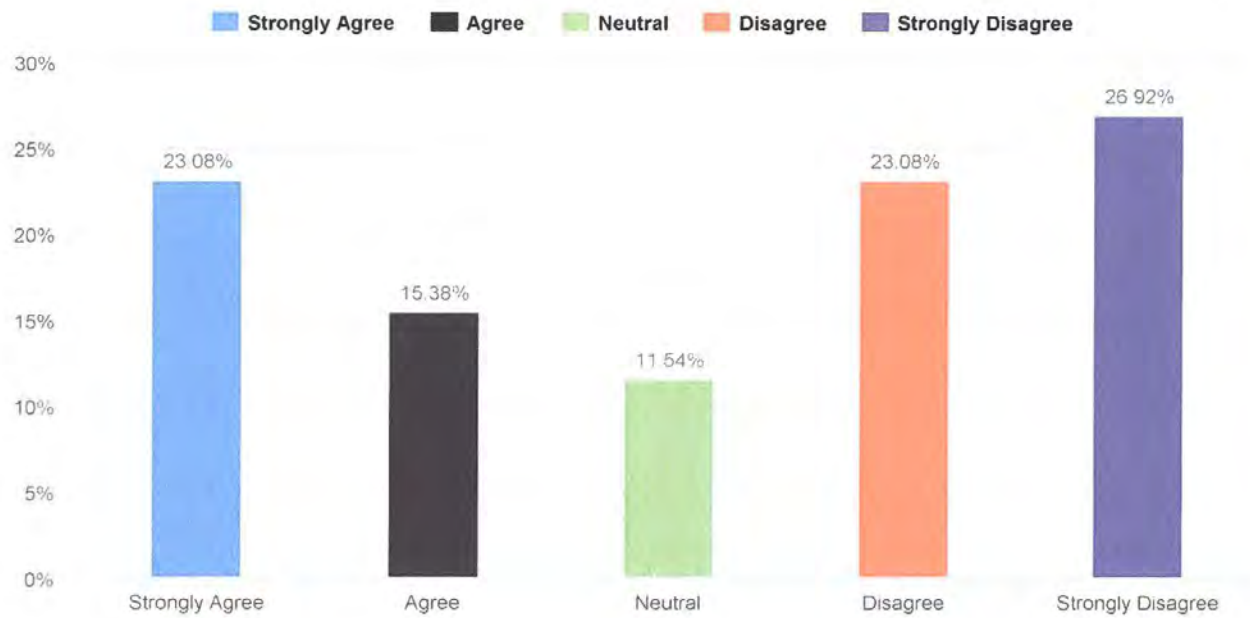
Points Summary

Max Attainable: 0 100%
Highest: 0 0%
Lowest: 0 0%
Average: 0 0%
Median: 0 0%

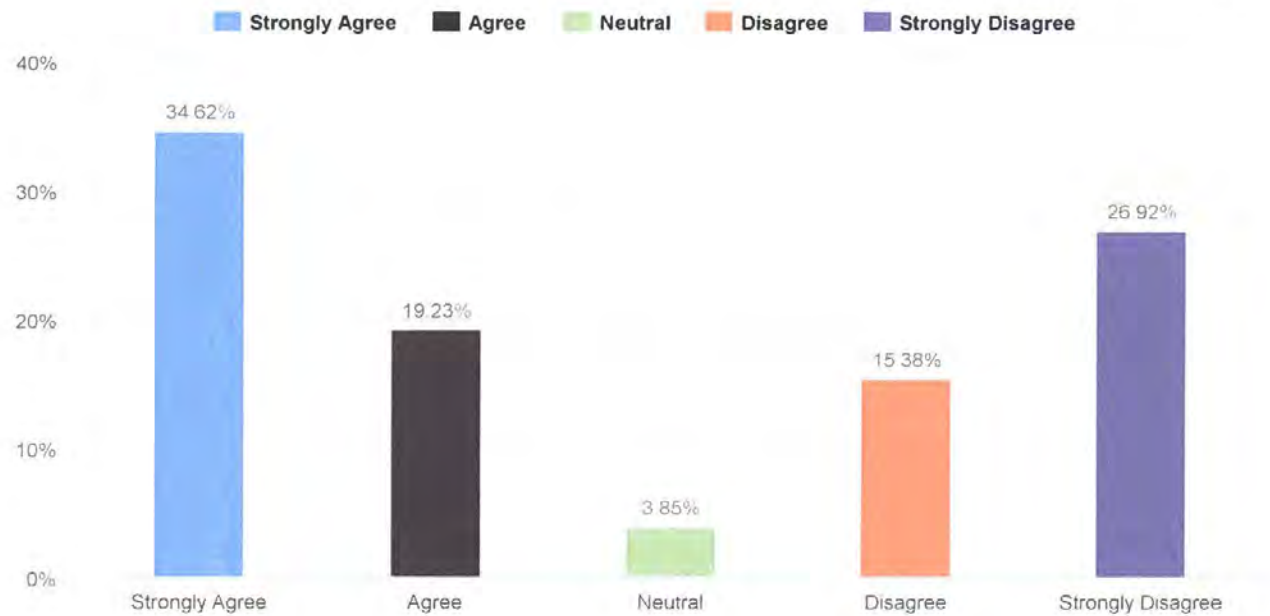
1. My department is a well managed organization.



2. There is a high level of mutual respect across all ranks within the department.

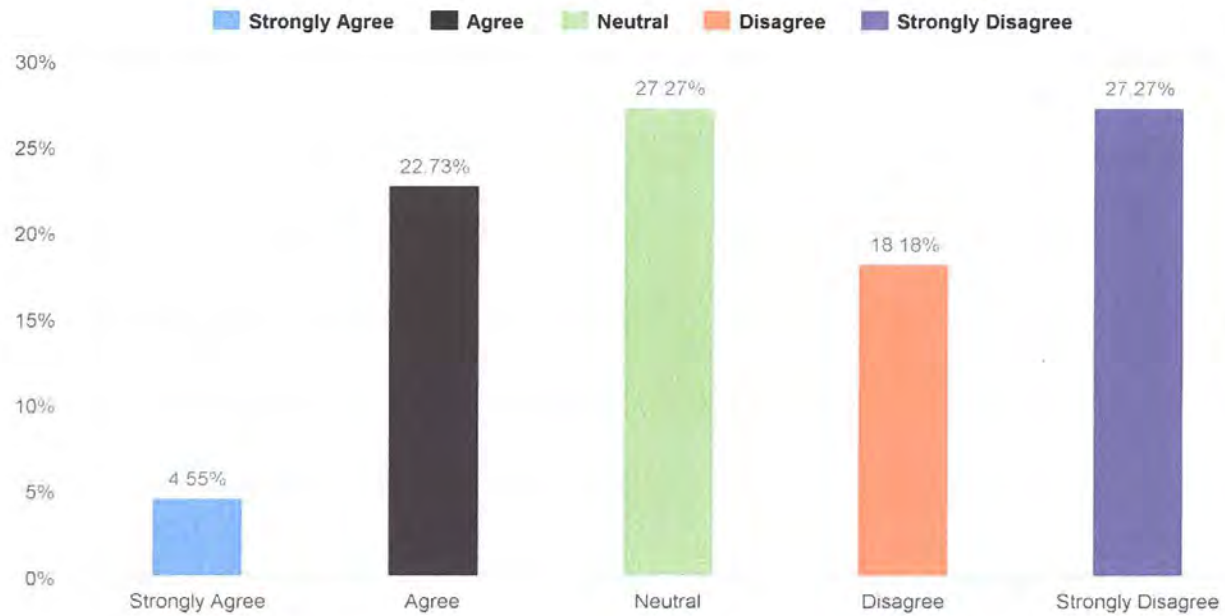


3. I receive the support and encouragement from my department that I need to be successful.



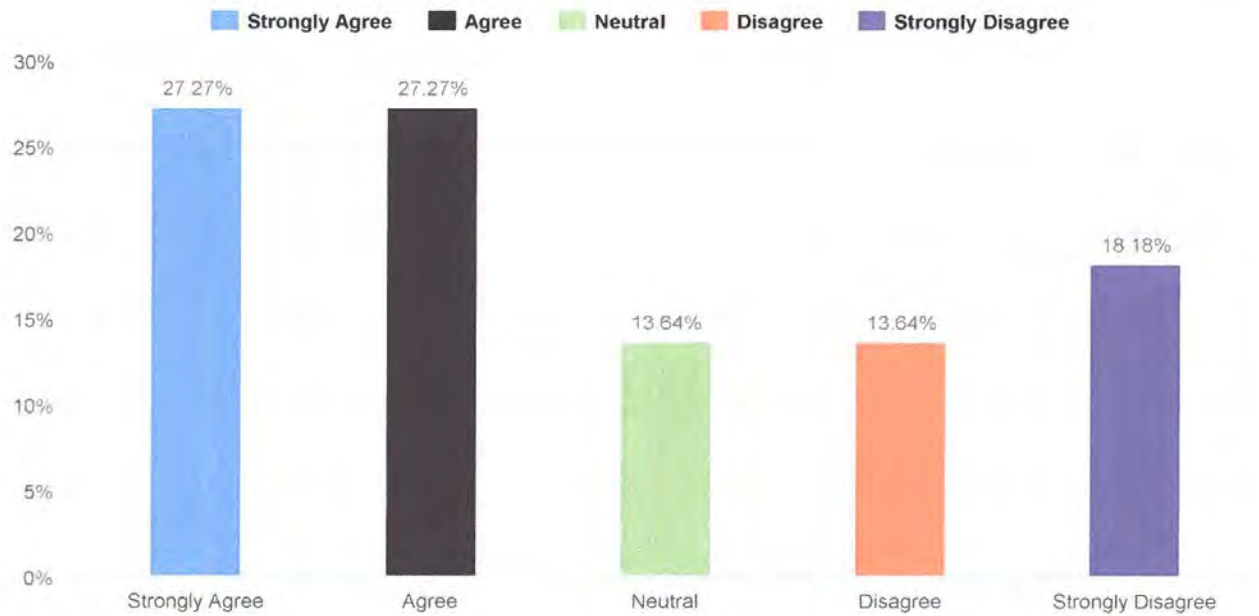
4. All department employees share in a common understanding of current goals and a vision of the future.

	Responses	Percent
Strongly Agree:	1	4.55%
Agree:	5	22.73%
Neutral:	6	27.27%
Disagree:	4	18.18%
Strongly Disagree:	6	27.27%
Additional Comments:	3	13.64%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%



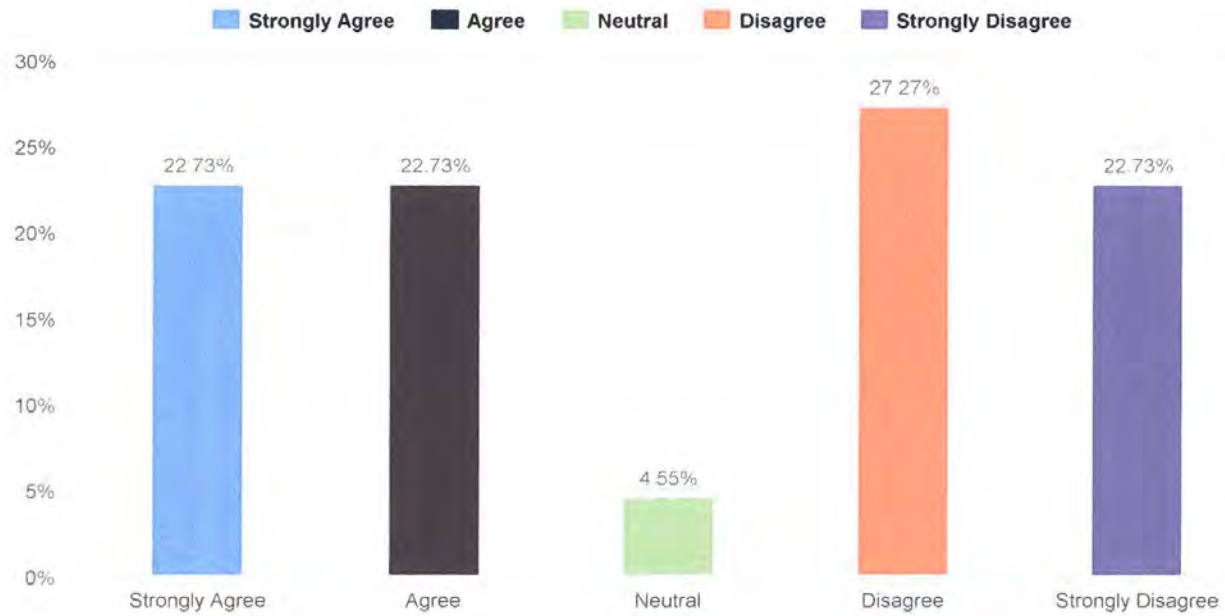
5. Expectations for the performance of department members are made clear to all employees.

	Responses	Percent
Strongly Agree:	6	27.27%
Agree:	6	27.27%
Neutral:	3	13.64%
Disagree:	3	13.64%
Strongly Disagree:	4	18.18%
Additional Comments:	3	13.64%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%



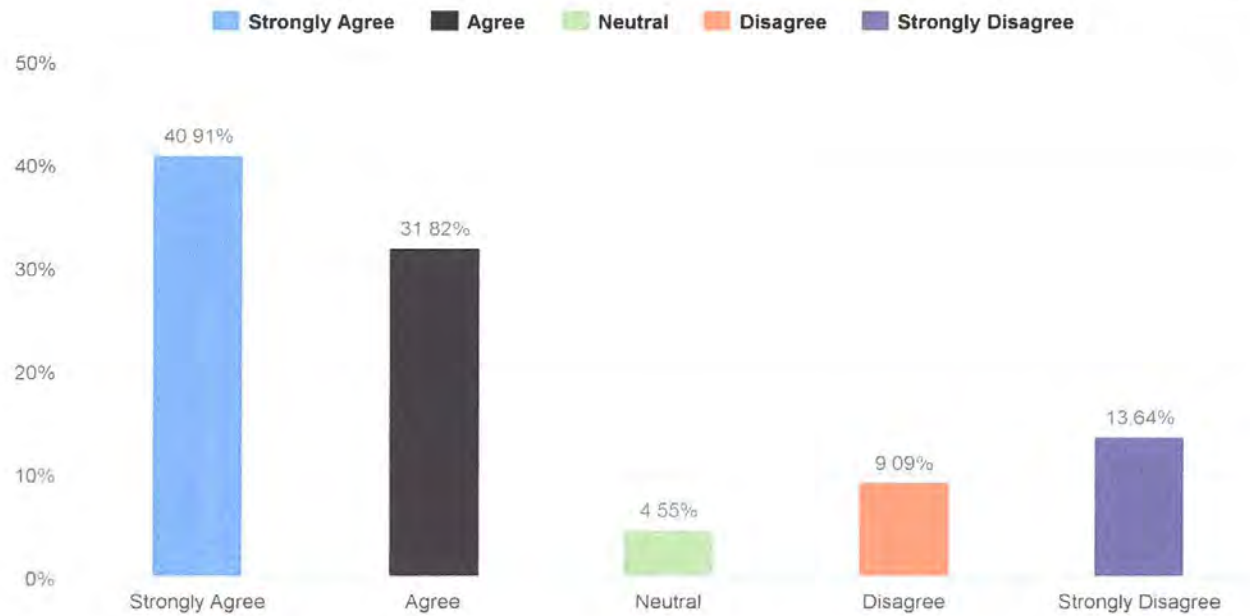
6. The utilization of internal discipline for policy and rule violations are administered in a fair and consistent manner.

	Responses	Percent
Strongly Agree:	5	22.73%
Agree:	5	22.73%
Neutral:	1	4.55%
Disagree:	6	27.27%
Strongly Disagree:	5	22.73%
Additional Comments:	3	13.64%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%



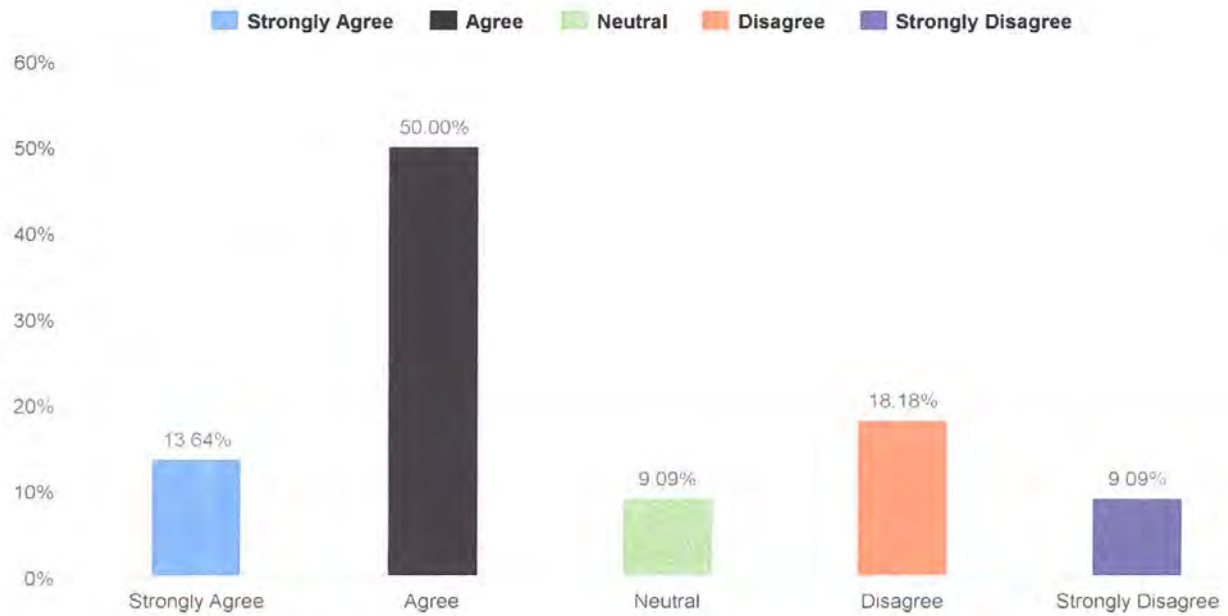
7. I receive adequate training to perform my duties as an employee of the department.

	Responses	Percent
Strongly Agree:	9	40.91%
Agree:	7	31.82%
Neutral:	1	4.55%
Disagree:	2	9.09%
Strongly Disagree:	3	13.64%
Additional Comments:	4	18.18%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%

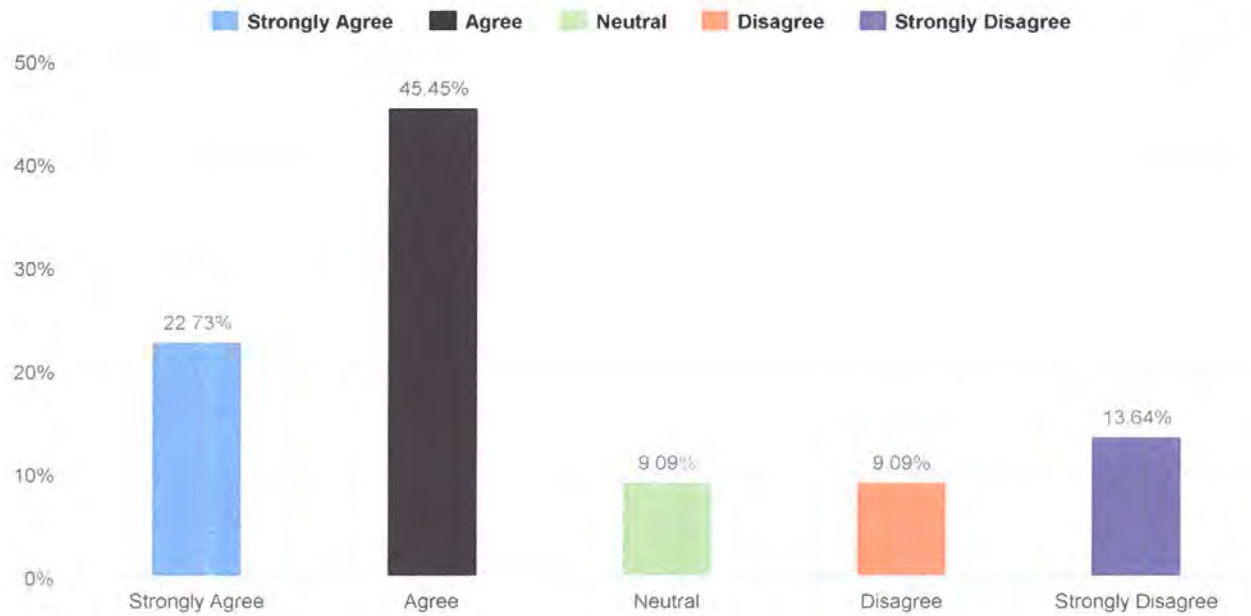
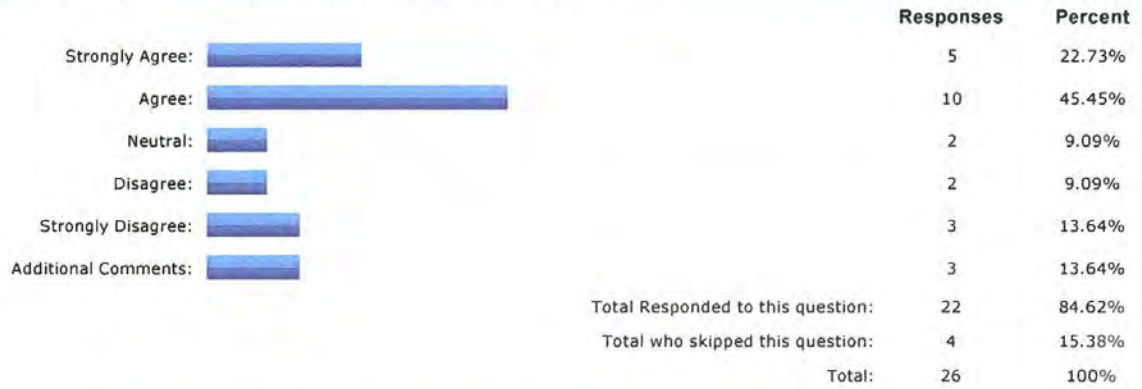


8. Training opportunities are distributed on a fair and equitable basis.

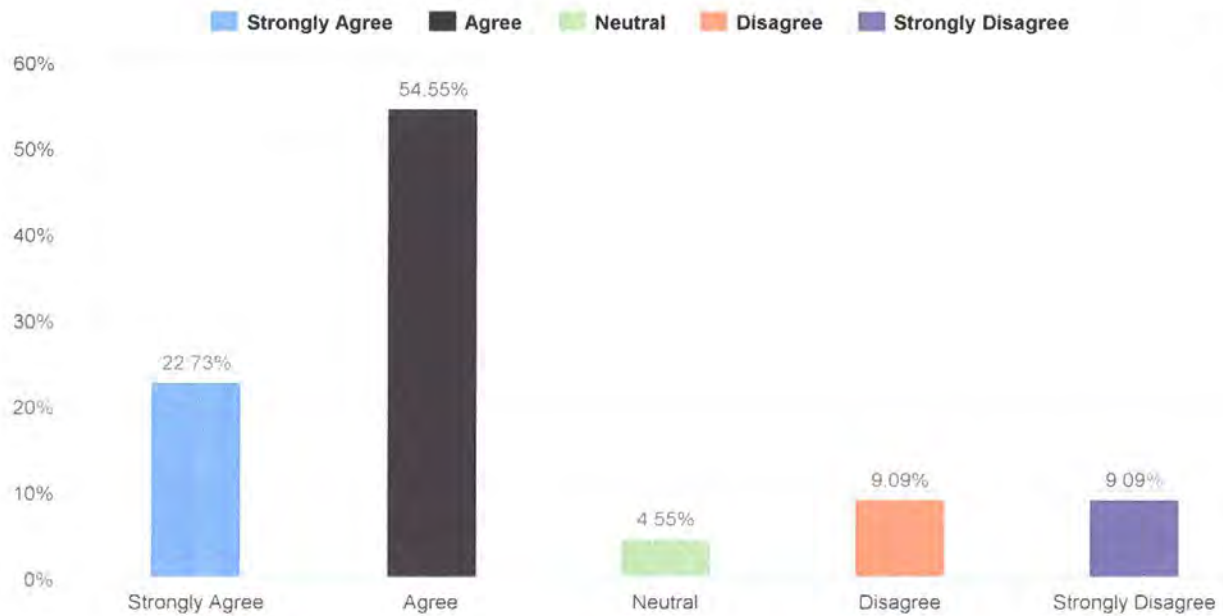
	Responses	Percent
Strongly Agree:	3	13.64%
Agree:	11	50%
Neutral:	2	9.09%
Disagree:	4	18.18%
Strongly Disagree:	2	9.09%
Additional Comments:	3	13.64%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%



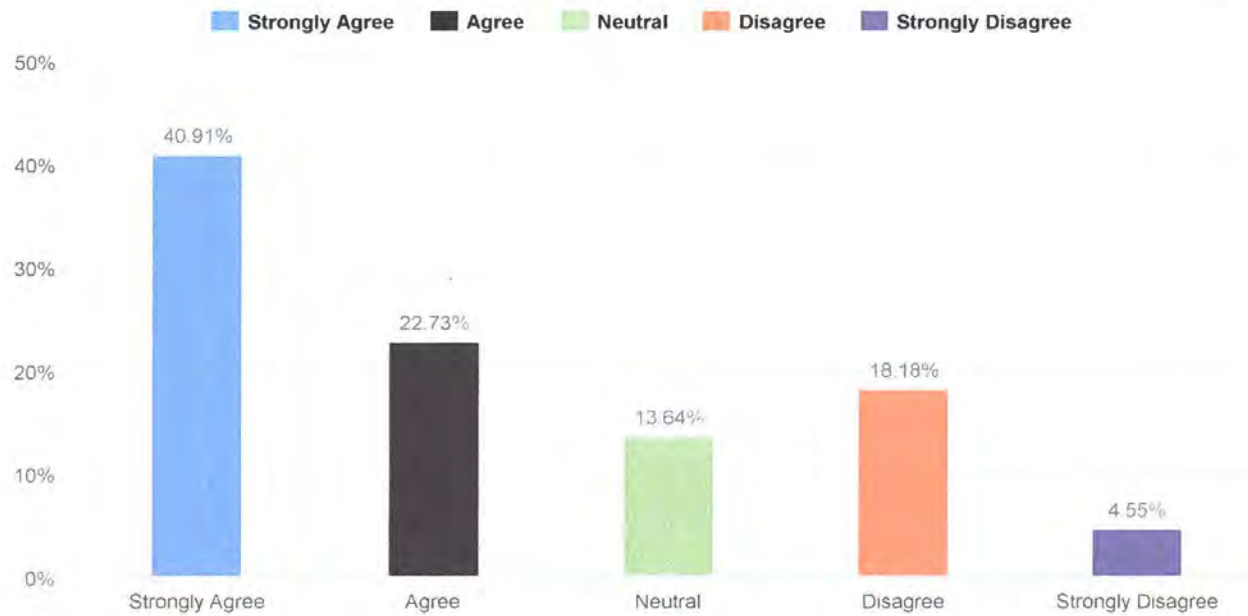
9. I receive personal and professional satisfaction from my job with the department.



10. I receive timely feedback from my supervisors.

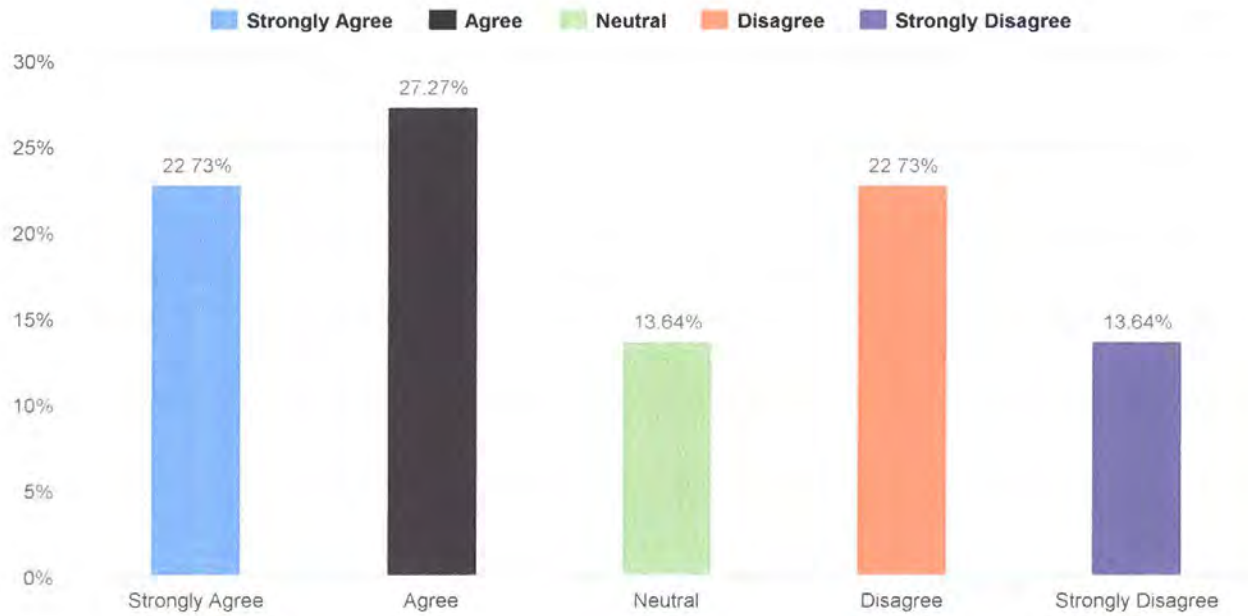


11. Overtime and details are distributed in a fair and equitable manner at the department.



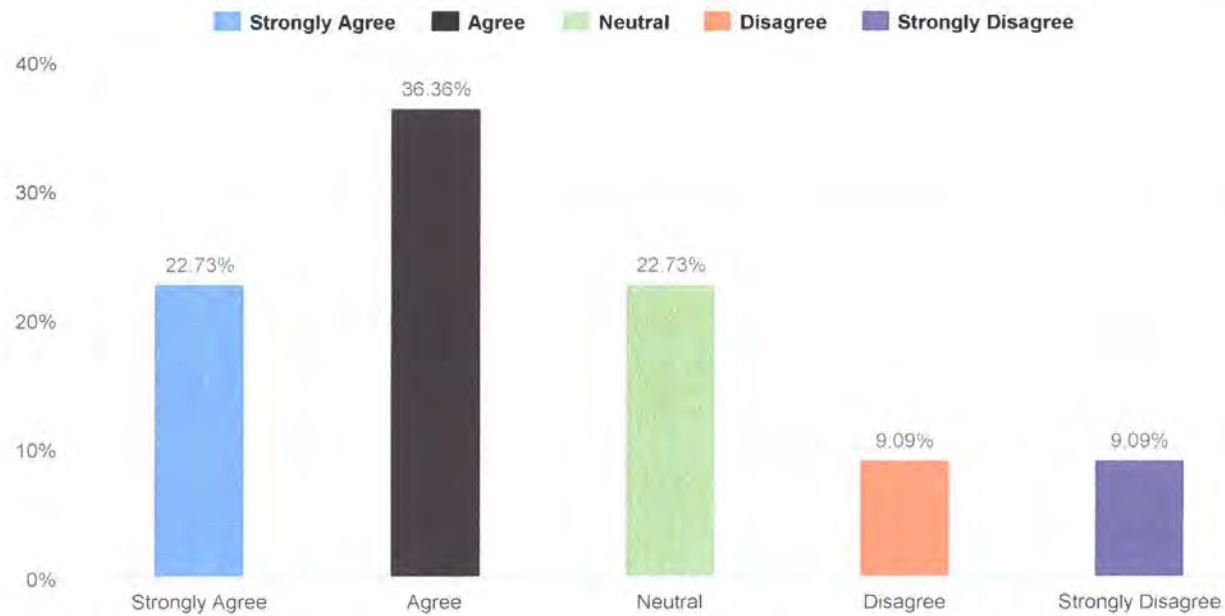
12. Department employees are treated fairly and equitably when it comes to shift assignments and specialty positions.

	Responses	Percent
Strongly Agree:	5	22.73%
Agree:	6	27.27%
Neutral:	3	13.64%
Disagree:	5	22.73%
Strongly Disagree:	3	13.64%
Additional Comments:	5	22.73%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%



13. Promotions within the department are made fairly.

	Responses	Percent
Strongly Agree:	5	22.73%
Agree:	8	36.36%
Neutral:	5	22.73%
Disagree:	2	9.09%
Strongly Disagree:	2	9.09%
Additional Comments:	3	13.64%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%



14. I have felt threatened or intimidated by co-workers or supervisors:

	Responses	Percent
Never (0 Points):	13	59.09%
Occasionally (0 Points):	6	27.27%
Often (0 Points):	3	13.64%
Additional Comments:	4	18.18%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%

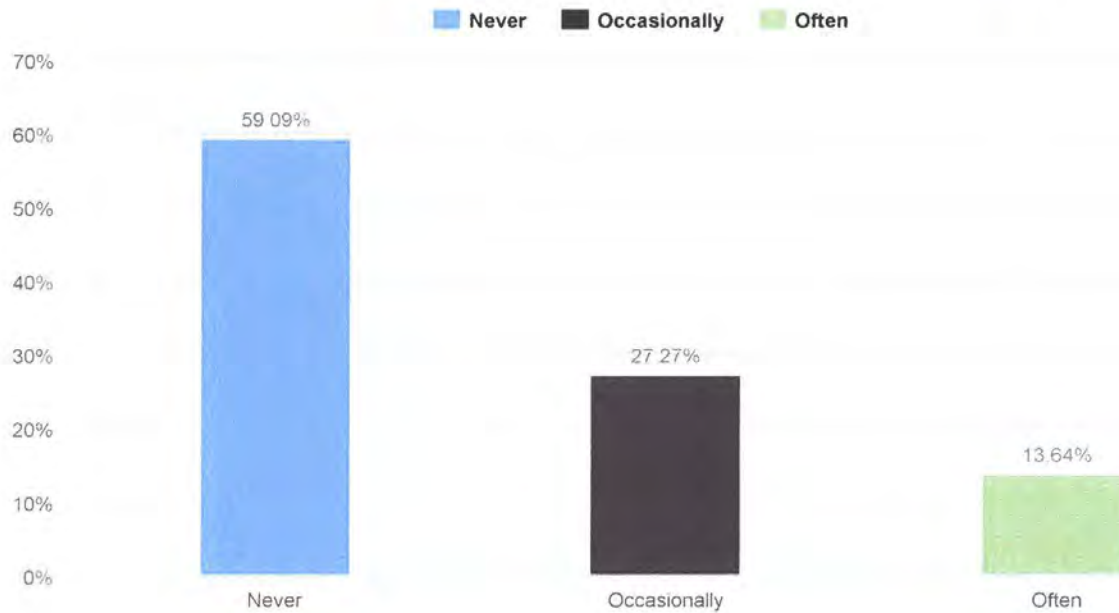
Points Summary:

Highest: 0

Lowest: 0

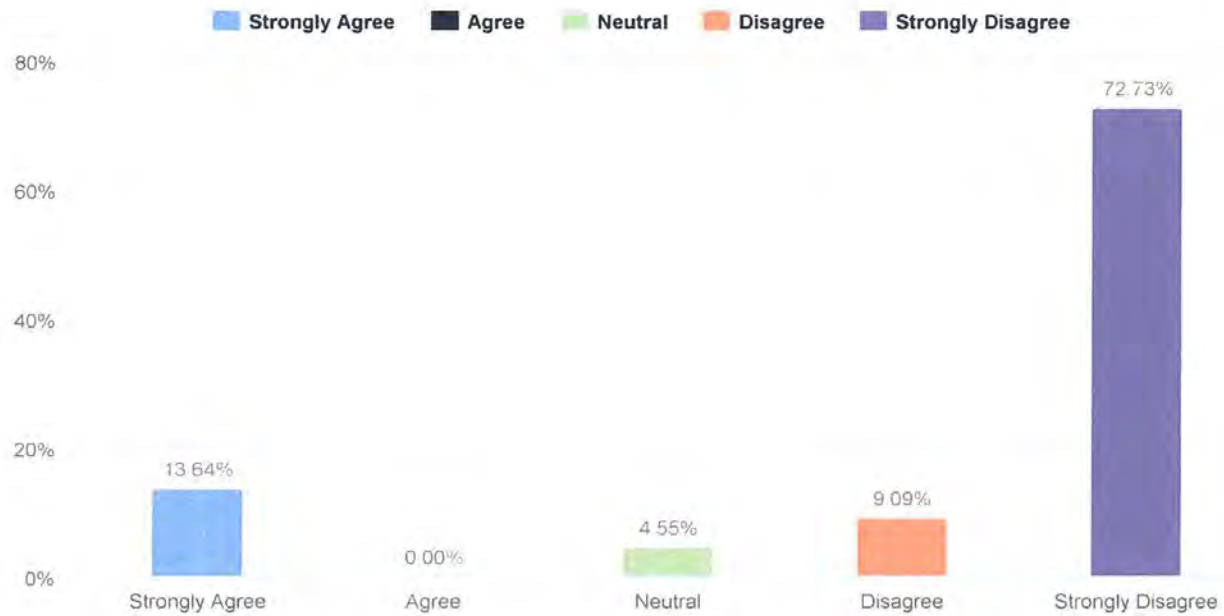
Average: 0

Median: 0



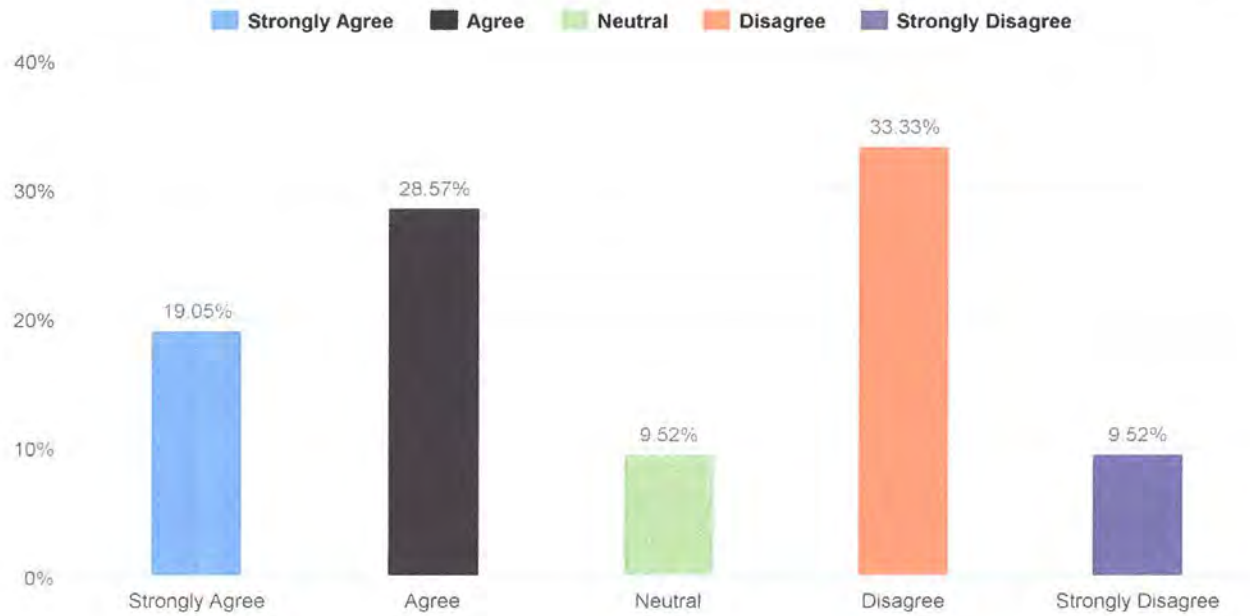
15. I have witnessed or been the victim of harassment from members of my department based upon gender, race, age, ethnic origins, or sexual orientation.

	Responses	Percent
Strongly Agree:	3	13.64%
Agree:	0	0%
Neutral:	1	4.55%
Disagree:	2	9.09%
Strongly Disagree:	16	72.73%
Additional Comments:	2	9.09%
Total Responded to this question:	22	84.62%
Total who skipped this question:	4	15.38%
Total:	26	100%



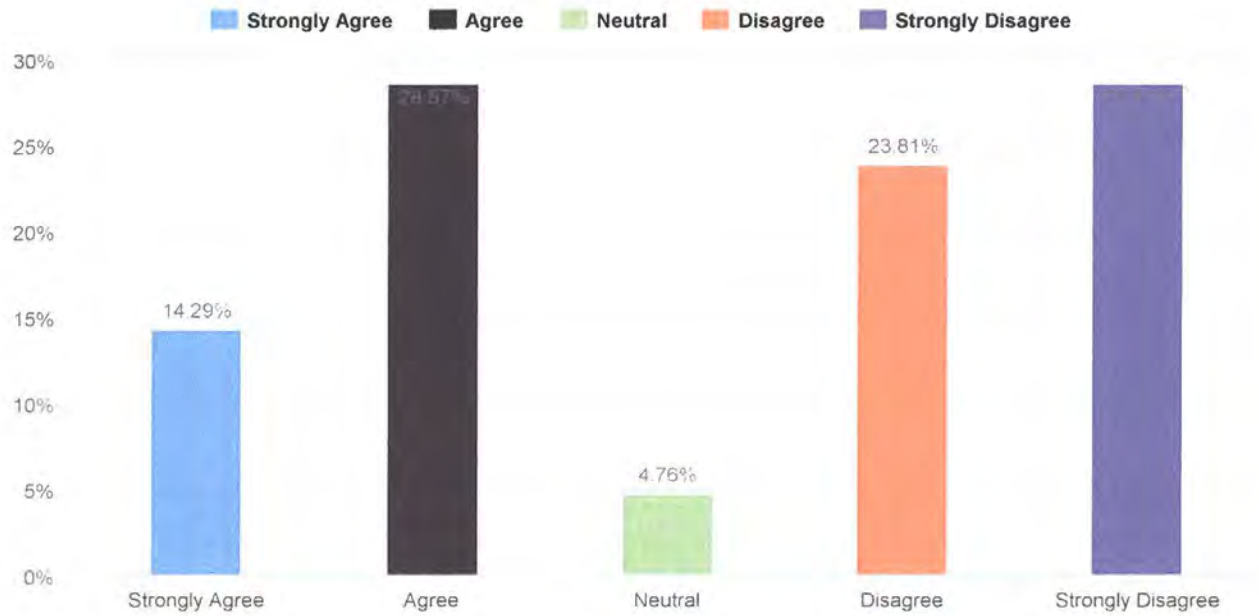
16. The administration of the department provides fair and equal treatment to all employees.

	Responses	Percent
Strongly Agree:	4	19.05%
Agree:	6	28.57%
Neutral:	2	9.52%
Disagree:	7	33.33%
Strongly Disagree:	2	9.52%
Additional Comments:	3	14.29%
Total Responded to this question:	21	80.77%
Total who skipped this question:	5	19.23%
Total:	26	100%



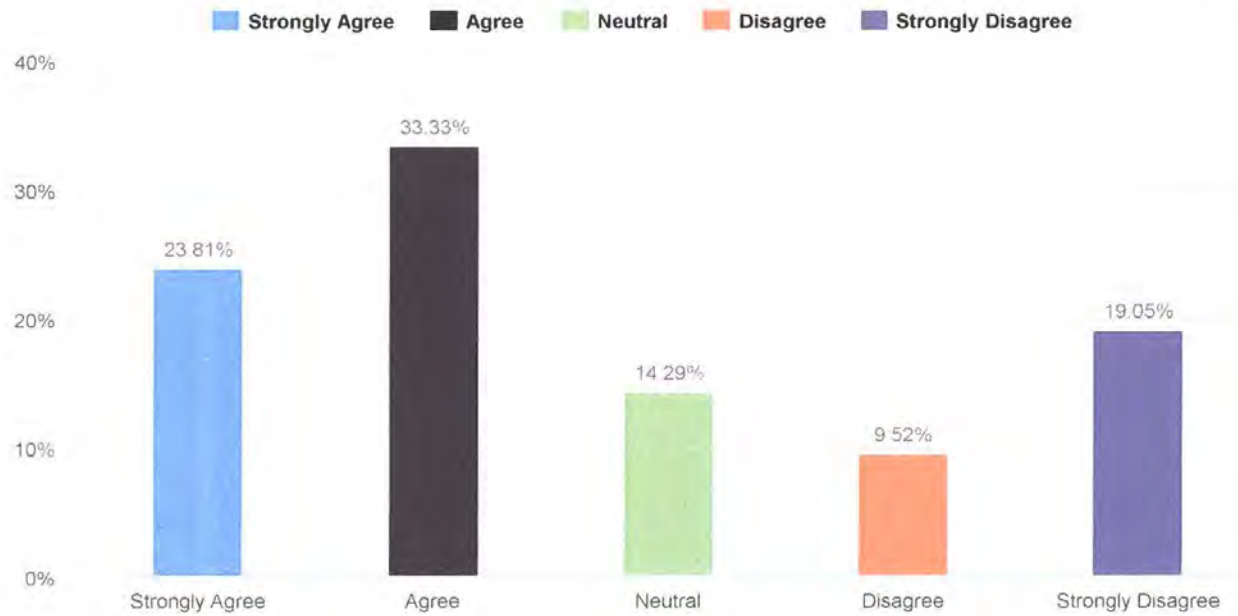
17. The administration of the department welcomes suggestions and input.

	Responses	Percent
Strongly Agree:	3	14.29%
Agree:	6	28.57%
Neutral:	1	4.76%
Disagree:	5	23.81%
Strongly Disagree:	6	28.57%
Additional Comments:	4	19.05%
Total Responded to this question:	21	80.77%
Total who skipped this question:	5	19.23%
Total:	26	100%



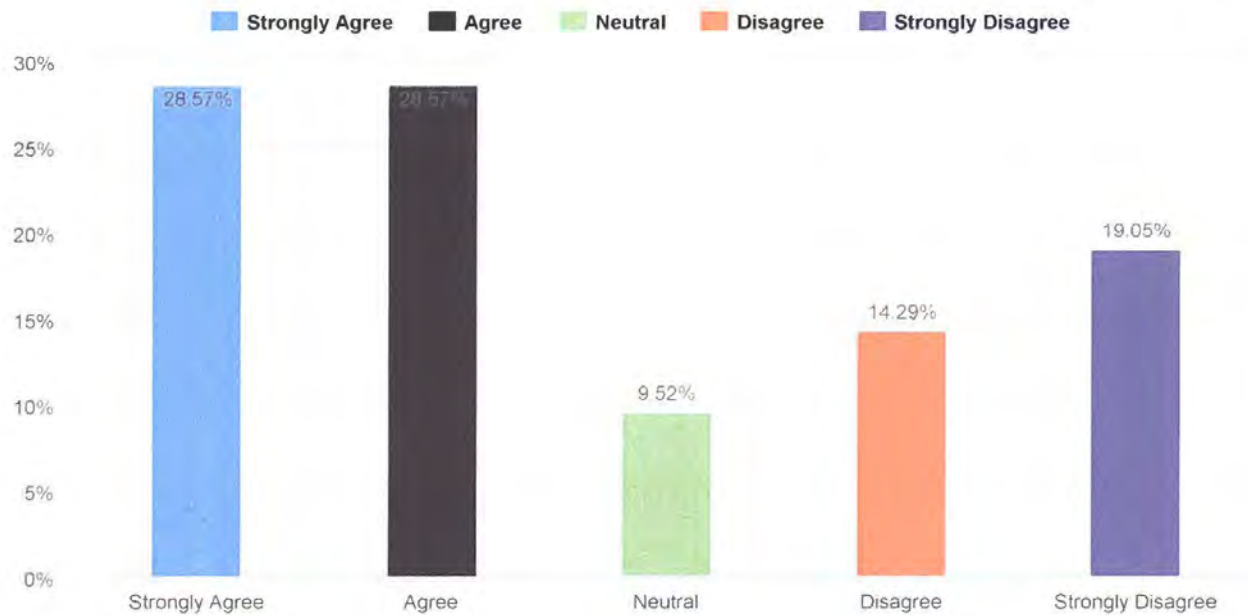
18. The administration of the department recognizes my service to the agency.

	Responses	Percent
Strongly Agree:	5	23.81%
Agree:	7	33.33%
Neutral:	3	14.29%
Disagree:	2	9.52%
Strongly Disagree:	4	19.05%
Additional Comments:	3	14.29%
Total Responded to this question:	21	80.77%
Total who skipped this question:	5	19.23%
Total:	26	100%



19. I am proud to be a member of the department.

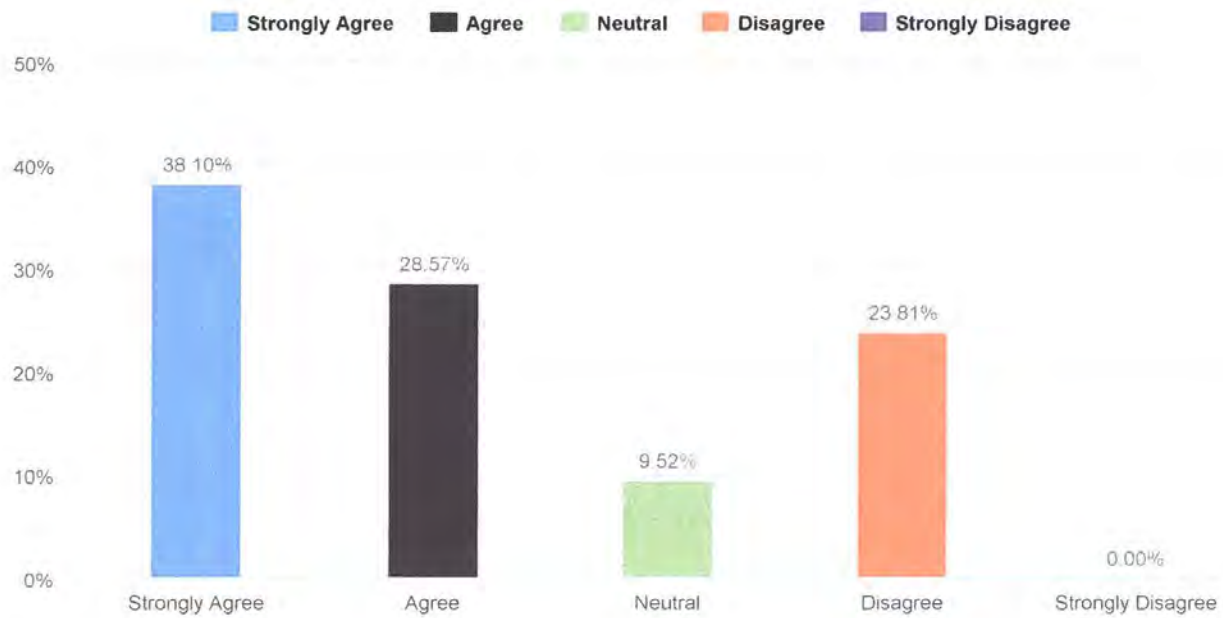
	Responses	Percent
Strongly Agree:	6	28.57%
Agree:	6	28.57%
Neutral:	2	9.52%
Disagree:	3	14.29%
Strongly Disagree:	4	19.05%
Additional Comments:	3	14.29%
Total Responded to this question:	21	80.77%
Total who skipped this question:	5	19.23%
Total:	26	100%



20.

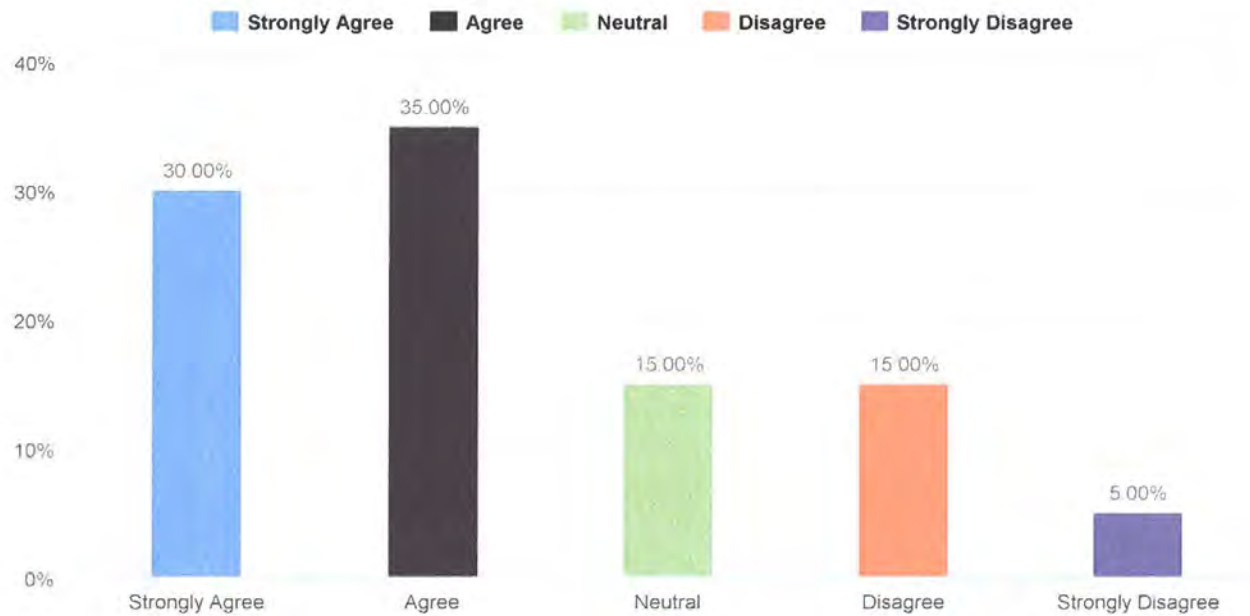
I believe the residents of the Town value the services provided by the department.

	Responses	Percent
Strongly Agree:	8	38.1%
Agree:	6	28.57%
Neutral:	2	9.52%
Disagree:	5	23.81%
Strongly Disagree:	0	0%
Additional Comments:	2	9.52%
Total Responded to this question:	21	80.77%
Total who skipped this question:	5	19.23%
Total:	26	100%



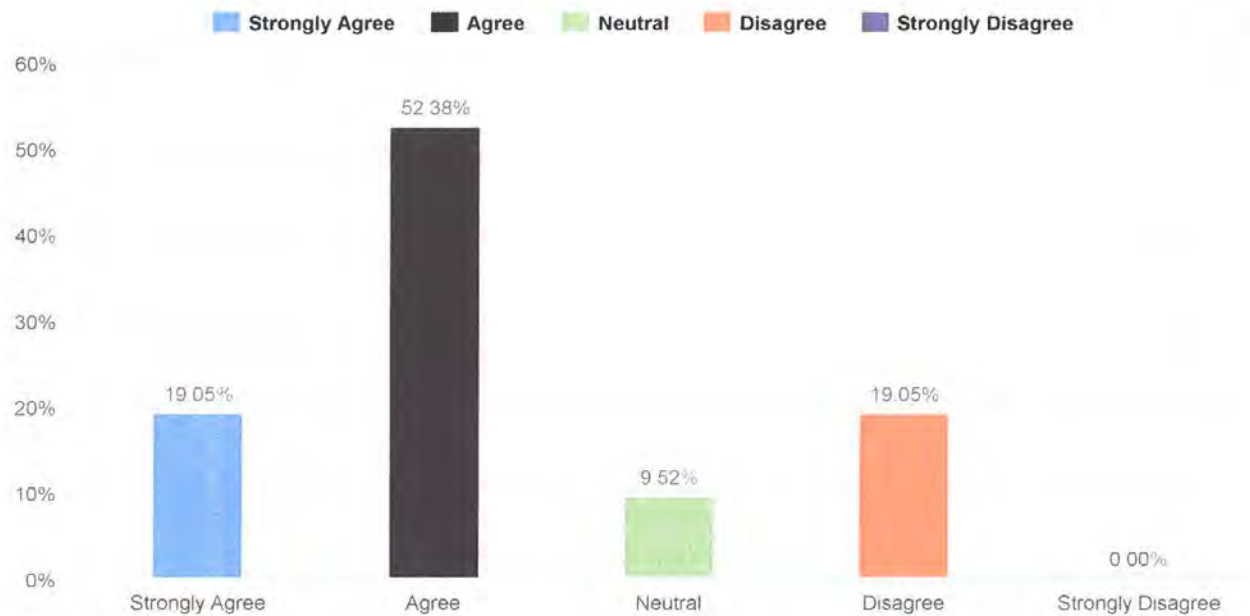
21. I believe that the department reaches out to residents and businesses to work together on issues of common interest.

	Responses	Percent
Strongly Agree:	6	30%
Agree:	7	35%
Neutral:	3	15%
Disagree:	3	15%
Strongly Disagree:	1	5%
Additional Comments:	1	5%
Total Responded to this question:	20	76.92%
Total who skipped this question:	6	23.08%
Total:	26	100%



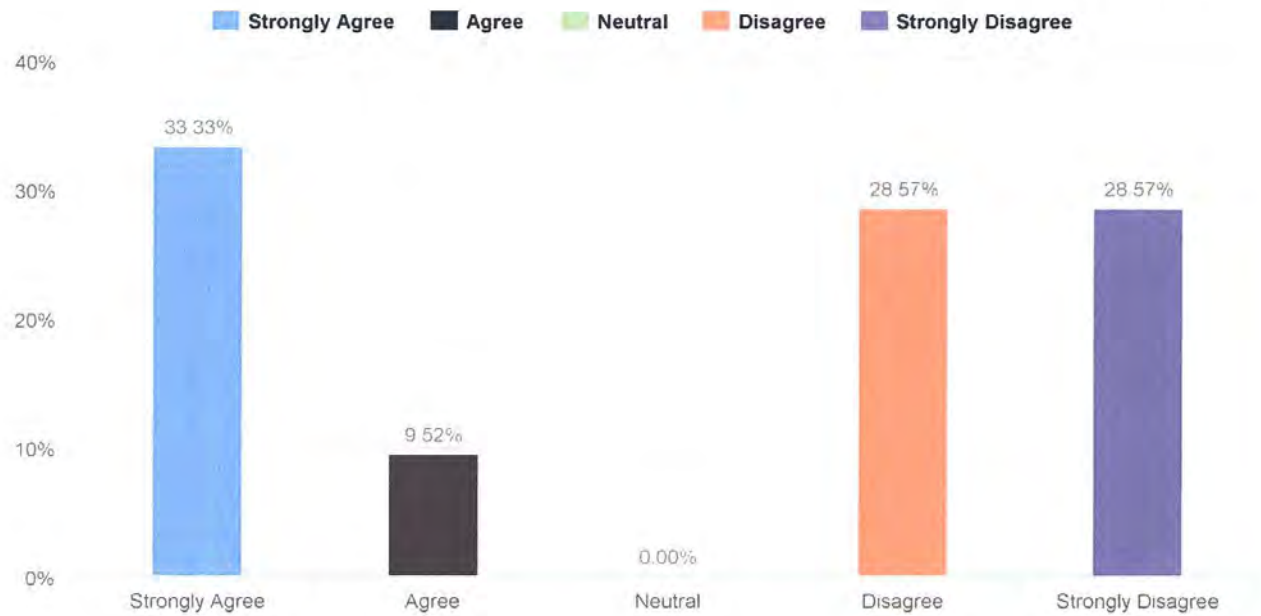
22. The supervisors of the department provide quality guidance and support to employees.

	Responses	Percent
Strongly Agree:	4	19.05%
Agree:	11	52.38%
Neutral:	2	9.52%
Disagree:	4	19.05%
Strongly Disagree:	0	0%
Additional Comments:	3	14.29%
Total Responded to this question:	21	80.77%
Total who skipped this question:	5	19.23%
Total:	26	100%



23. If I had an opportunity to take a similar job with a different employer with comparable pay and benefits, I would leave the department.

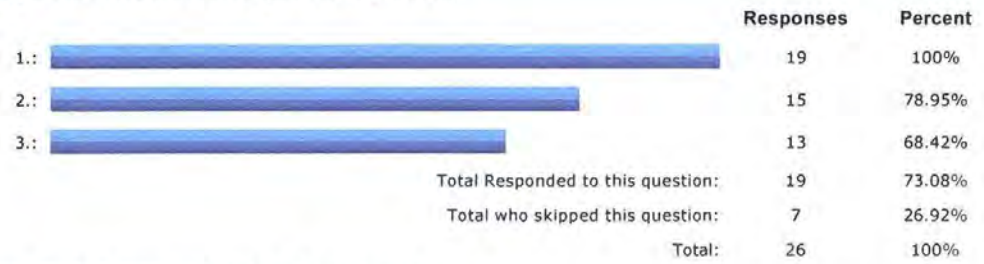
	Responses	Percent
Strongly Agree:	7	33.33%
Agree:	2	9.52%
Neutral:	0	0%
Disagree:	6	28.57%
Strongly Disagree:	6	28.57%
Additional Comments:	5	23.81%
Total Responded to this question:	21	80.77%
Total who skipped this question:	5	19.23%
Total:	26	100%



APPENDIX E: EMPLOYEE SURVEY

SURVEY DETAIL – LIKES AND DISLIKES

24. Please list the three things you like best about working for the department.



24. Please list the three things you like best about working for the department.

Response

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19

Response

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15

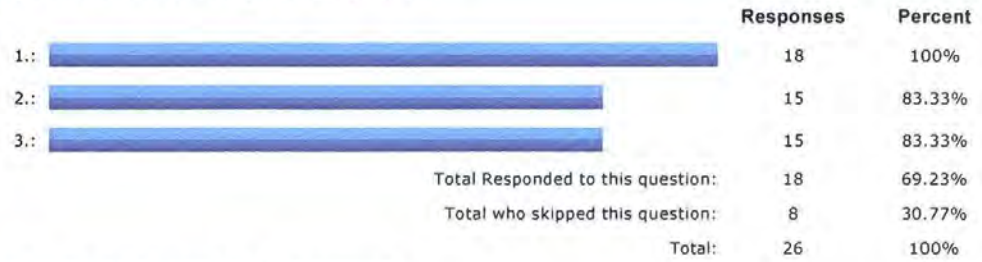
Response

1
2
3

4
5
6
7
8
9
10
11
12
13



25. Please list the three things you dislike about working for the department.



25. Please list the three things you dislike about working for the department.

Response 1.

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12
- 13
- 14
- 15
- 16
- 17
- 18

Response

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12
- 13
- 14

15

Response

- 1
- 2
- 3
- 4

5
6
7
8
9
10
11
12
13
14
15



APPENDIX E: EMPLOYEE SURVEY

SURVEY COMMENT SYNOPSIS

ABINGTON, MA POLICE DEPARTMENT EMPLOYEE SURVEY

SYNOPSIS OF SURVEY COMMENTS

Question #:

1. Respondents that agreed or strongly agreed that the department is well managed noted that:

- [REDACTED]
[REDACTED]
- [REDACTED]

Respondents that disagreed or strongly disagreed noted that:

- [REDACTED]
[REDACTED]
[REDACTED]
- [REDACTED]
- [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

2. Respondents that disagreed or strongly disagreed that there is a high level of mutual respect across all ranks within the department noted that:

- [REDACTED]
[REDACTED]
- [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
- [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
- [REDACTED]

3. Respondent that agreed that they receive the support and encouragement from the department that they need to be successful noted that:

- [REDACTED]
[REDACTED]

Respondents that disagreed or strongly disagreed that they receive the support and encouragement from the department that they need to be successful noted that:

- [REDACTED]
[REDACTED]
[REDACTED]

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
4. Respondents that disagreed or strongly disagreed that all department employees share in a common understanding or current goals and a vision of the future noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
5. Respondents that disagreed or strongly disagreed that expectations for the performance of department members are made clear to all employees noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
6. Respondents that disagreed or strongly disagreed that the utilization of internal discipline for policy and rule violations are administered in a fair and consistent manner noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
7. A respondent that agreed that they receive adequate training to perform their duties as an employee of the department noted that:

Respondents that disagree or strongly disagree that they receive adequate training to perform their duties as an employee of the department noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

- [REDACTED]
[REDACTED]

8. Respondents that disagreed or strongly disagreed that training opportunities are distributed on a fair and equitable basis noted that:

- [REDACTED]
[REDACTED]

- [REDACTED]
[REDACTED]

- [REDACTED]
[REDACTED]

9. Respondents that disagreed or strongly disagreed that they received personal and professional satisfaction from their job with the Department noted that:

- [REDACTED]
[REDACTED]

10. A respondent that disagreed that they receive timely feedback from supervisors noted that:

- [REDACTED]
[REDACTED]

11. Respondents that commented on how fair and equitable overtime and details are distributed noted that:

- [REDACTED]
[REDACTED]

- [REDACTED]
[REDACTED]

- [REDACTED]
[REDACTED]

12. Respondents that commented on the fairness regarding shift assignments and specialty positions noted that:

- [REDACTED]
[REDACTED]

- [REDACTED]
[REDACTED]

- [REDACTED]
[REDACTED]

13. Respondents that commented on the fairness of promotions within the Department noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]

14. Respondents that have felt threatened or intimidated noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

15. Respondents that have witnessed harassment from members of the Department noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

16. Respondents that disagreed or strongly disagreed that the administration provides fair and equal treatment to all employees noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

17. A respondent that agreed that the administration of the department welcomes suggestions and input noted that:

- [REDACTED]

Respondents that disagreed or strongly disagreed that the administration of the department welcomes suggestions and input noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

18. Respondents that felt that the administration of the Department does not recognize their service to the agency noted that:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

- [REDACTED]

19. Respondents that commented on if they felt proud to be a member of the Department noted that:

- [REDACTED]
[REDACTED]
- [REDACTED]
- [REDACTED]
[REDACTED]
[REDACTED]

20. Respondents that commented on whether the residents of the Town value the services provided by the Department noted that:

- [REDACTED]
- [REDACTED]
[REDACTED]

21. A respondent that commented whether they believe that the Department reaches out to residents and businesses to work together on issues of common interest noted that:

- [REDACTED]

22. Respondents that commented on whether the supervisors of the Department provide quality guidance and support to employees noted that:

- [REDACTED]
[REDACTED]
- [REDACTED]

23. Respondents that commented on whether they would take a similar job with a different employer with comparable pay and benefits noted that:

- [REDACTED]
- [REDACTED]
[REDACTED]
[REDACTED]
- [REDACTED]
[REDACTED]

24. The most common response for the best things about working for the Department:

- [REDACTED]

25. The most common responses for the things respondents like least about working for the Department:

- [REDACTED]
- [REDACTED]

APPENDIX F



EXHIBIT 2
POLICE OFFICER AND SERGEANT WAGES

Department	FY Reported	Police Officer		Sergeant	
		Annual Minimum	Annual Maximum	Annual Minimum	Annual Maximum
Bridgewater	17	51,779	74,475	82,321	85,646
Easton	17	50,887	71,720	79,004	84,631
Hanover	17	49,715	57,906		66,488
Hanson	17	51,093	62,885		69,264
Holbrook	17	44,727	53,322	53,673	63,986
Hull	17	48,872	58,141	63,784	78,491
Kingston	17	49,865	57,291		
Randolph	17				
Rockland	17	43,947	58,191	66,046	70,068
Whitman	17	53,854	58,292	64,084	67,329
<i>Median</i>		49,865	58,191	65,065	69,666
<i>Mean (Average)</i>		49,416	61,358	68,152	73,238
<i>Minimum Reported</i>		43,947	53,322	53,673	63,986
<i>Maximum Reported</i>		53,854	74,475	82,321	85,646
Abington	15	47,126	56,088	61,698	67,288
<i>Abington In Relation to Median</i>		0.95	0.96	0.95	0.97
<i>Abington In Relation to Mean</i>		0.95	0.91	0.91	0.92
Following will not be included in the final report					
Abington at X 1.02 X1.02%		49,030	58,354	64,191	70,006
Median		0.98	1.00	0.99	1.00
Mean		0.99	0.95	0.94	0.96